DOCUMENT RESUME

ED 226 315 CS 006 877

TITLE	Monitoring of Literacy Programmes. Planning, Administration and Monitoring in Literacy; Portfolio of Literacy Materials, Series 2, Monograph 3.
INSTITUTION	United Nations Educational, Scientific, and Cultural Organization, Bangkok (Thailand). Regional Office for Education in Asia and the Pacific.
PUB DATE	82
NOTE	74p.; For related documents see CS 006 875-876. Based on documents presented by participants at the Regional Literacy Workshop on Planning, Administration and Monitoring (Ho Chi Minh City, Viet Nam, April 25-May 7, 1980).
AVAILABLE FROM	UNIPUB, 1180 Avenue of the Americas, New York, NY 10036.
PUB TYPE	Guides - Non-Classroom Use (055)
EDRS PRICE	MF01 Plus Postage. PC Not Available from EDRS.
DESCRIPTORS	Adult Basic Education; Adult Literacy; *Developing Nations; *Evaluation Criteria; *Evaluation Methods; Foreign Countries; *Literacy Education; National Programs; *Program Content; Program Development; *Program Evaluation
IDENTIFIERS	Unesco

ABSTRACT

The third of three related monographs resulting from a Unesco regional literacy workshop in Asia, this booklet provides information useful to those designing national programs in literacy training for underdeveloped and developing nations. The booklet is divided into four parts. The first part discusses the monitoring of literacy programs, including the purpose of monitoring and what should be monitored and by whom. The second section presents schematic diagrams of various monitoring structures, while the third section discusses the monitoring process as it applies to the components of the literacy program, such as financial input, class size, program expansion, and performance. The fourth section deals with the collection of monitoring data, including instruments and their classification, the quality of data, learner progress, supervisor's quarterly return, and the national data register. The appendixes contain the forms for various instructor reports, quarterly returns from successive administrative levels, and an annual report. (HTH)

****
* Reproductions supplied by EDRS are the best that can be made *
* from the original document. *
****

ED226315

U.S. DEPARTMENT OF EDUCATION
NATIONAL INSTITUTE OF EDUCATION
EDUCATIONAL RESOURCES INFORMATION CENTER (ERIC)

This document has been reproduced as received from the person or organization originating it.

Minor changes have been made to improve reproduction quality.

Points of view or opinions stated in this document do not necessarily represent official NIE position or policy.

Planning, Administration and Monitoring in Literacy

Portfolio of Literacy Materials
Monograph Series

Series 2

Monitoring of Literacy Programmes

3

"PERMISSION TO REPRODUCE THIS MATERIAL IN MICROFICHE ONLY HAS BEEN GRANTED BY

Unesco

TO THE EDUCATIONAL RESOURCES INFORMATION CENTER (ERIC)."

UNESCO REGIONAL OFFICE
FOR EDUCATION IN ASIA AND THE PACIFIC
Bangkok, Thailand, 1982

CS006877

Planning, administration and monitoring of literacy programme; portfolio of literacy materials. Series 2; Monograph no. 3. *Monitoring of literacy programmes.* Bangkok, 1982.
66 p.

1. LITERACY PROGRAMMES - PLANNING - ASIA. 2. LITERACY PROGRAMMES - ADMINISTRATION - ASIA. I. Unesco. Regional Office for Education in Asia and the Pacific, Bangkok. II. t anals.

379.24

"Material appearing in this publication may be translated, adapted and reproduced. The credit line should read 'Reprinted (or adapted) from (specify title of publication) of the Unesco Regional Office for Education in Asia and the Pacific' specifying the date of issue. Reprints of signed articles/materials must bear the author's name."

© Unesco 1982

Unesco Regional Office for Education in Asia and the Pacific
G.P.O. Box 1425
Bangkok, Thailand

Printed in Thailand

Opinions expressed in this publication do not necessarily coincide with any official views of Unesco. The designations employed and the presentation of the material herein do not imply the expression of any opinion whatsoever on the part of Unesco concerning the legal status of any country, or of its authorities, or concerning the delimitations of the frontiers of any country or territory.

BKL/82/OP/152-154/1500

PREFACE

One of the common problems in the organization of the national literacy training programmes is the lack of training materials on various aspects of literacy activities.

To help meet the need, the Unesco Regional Office for Education in Asia and the Pacific is bringing out a series of monographs based on the materials and experiences generated at the Regional Literacy Workshops which have been organized by the Unesco Office over a period of time.

The first series comprised four monographs and were based on documents and deliberations of the Regional Literacy Workshop on Curriculum, Motivational, Instructional and Follow-up Materials held in Udaipur, (India) on 29 November - 20 December 1979.

The present monographs form the second series and are based on the documents presented by the participants at the Regional Literacy Workshop on Planning, Administration and Monitoring held in Ho Chi Minh City (Viet Nam) on 25 April to 7 May 1980.

The second series include the following:

1. Planning of Literacy Programmes
2. Administration of Literacy Programmes
3. Monitoring of Literacy Programmes

The monographs draw upon the experiences of seven participating Member States and provide information and experiences which may be found useful to those who have to design and carry out training programmes in literacy. It is to be hoped that they will also serve to start off discussion and dialogue among the literacy workers on such important topics as planning, administration and monitoring in literacy and to share practical experiences on them.

The literacy workers in the Member States are invited to send their comments and suggestions on the monographs so that the monographs may be revised and improved in subsequent editions.

ACKNOWLEDGEMENTS

This monograph on Monitoring of Literacy Programmes is based on the documents and other materials presented to the Regional Literacy Workshop on Planning, Administration and Monitoring held in Ho Chi Minh City, (Viet Nam) from 25 April to 7 May 1980.

The Unesco Regional Office for Education in Asia and the Pacific, Bangkok wishes to thank Dr. A.K. Jalalluddin, the consultant for the Workshop, for his contribution to the preparation of this monograph.

CONTENTS

	Page
Preface	i
Acknowledgements	iii
Monitoring of Literacy Programmes	1
– Monitoring and evaluation as complementary processes	1
– Purpose of monitoring	2
– Some characteristics of literacy and adult education programmes relevant for monitoring purposes	3
– What should be monitored?	5
– Who should monitor?	6
Monitoring Structures	7
Monitoring Process	13
– Monitoring the administrative structure and linkage with the formal system	13
– Monitoring financial inputs	14
– Monitoring the human factor	16
– Monitoring the time dimension	17
– Monitoring class size	19
– Monitoring programme expansion	20
– Monitoring integrated programmes	22
– Monitoring performance	22
– Pre-monitoring knoweldge of problems of failure	25
Collection of Monitoring Data	26
– Instruments and their classification	26
– Analytical method of instrument development	28
– Quality of data	33
– Data at the instructor's level	33
– Learner progress	34
– Continuity of a course	35
– Supervisor's data register	35
– Supervisor's quarterly return	36
– Indicators of logistics	36
– District official's return	37
– Location of classes	38
– Provincial official's return	38
– National data register	39

CONTENTS *(Continued)*

Page

Appendices

1. Some common problems identified during the workshop 40
2. Attenance register-cum-instructor's diary 42
3. Instructor's initial return 46
4. Instructor's mid-term return 48
5. Instructor's final report 49
6. Processing sheet for data received by supervisor from instructor 51
7. Supervisor's quarterly return 54
8. District officer's quarterly return 56
9. Provincial officer's quarterly return 59
10. National level register 62
11. Annual report 65

MONITORING OF LITERACY PROGRAMMES

Monitoring and evaluation as complementary processes

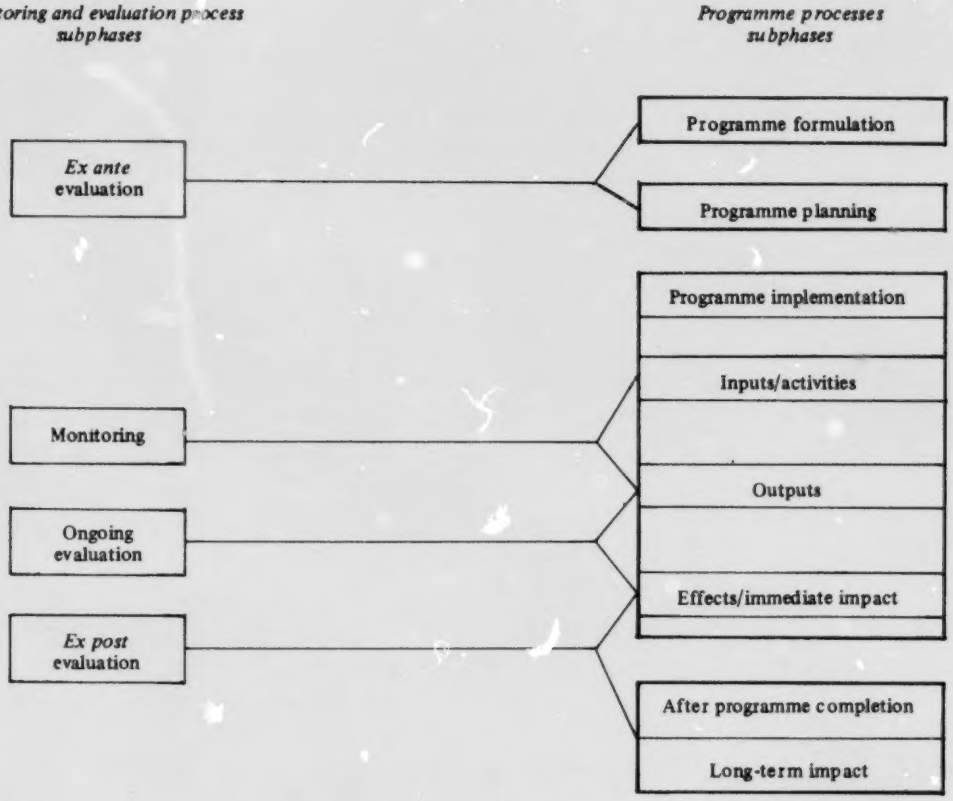
In view of the fact that the terms 'monitoring' and 'evaluation' appear in conjunction with each other in the literature on programme development, it is necessary at the very outset to distinguish between them. They are not synonymous with each other but complementary to each other.

The major differences between monitoring and evaluation may be summarized as follows:

1. The starting point for monitoring is the implementation stage of a programme, but monitoring does pay attention to the contextual setting in which implementation takes place as well as to the activities involved in implementation. Evaluation can and does often begin with the programme planning stage, whereas monitoring does not.
2. Monitoring involves the assessment on a more or less routine basis of the flow of programme inputs as planned, the execution of activities as scheduled, and progress in the achievement of programme outputs. Monitoring may focus on both quantifiable and non-quantifiable aspects of the implementation stage, but explicitly excludes the making of value judgements, leaving them as a matter for evaluation. Data derived from monitoring processes could form part of the basis for evaluation, but evaluation generally includes the collection of additional data for its own purposes. Information bearing on programme performance is derived from both monitoring and evaluation, what is derived from the former being factual and non-judgemental, while judgement is of the essence of evaluation.
3. Monitoring includes an identification of factors that facilitate or impede programme performance, logistics being a most important element in these factors.
4. The immediate contribution of monitoring is for programme management, while evaluation is concerned more with programme design and content. Monitoring is concerned with the quantitative dimension of programme effectiveness, namely whether a programme has achieved its quantitative outputs, but the qualitative dimension as to whether the outputs are up to certain norms or standards, is a matter for evaluation.
5. Monitoring and evaluation are complementary processes, and while they have their distinctive emphases they converge on the same goal, namely that of improving the effectiveness of programmes.

The following diagram relates monitoring and evaluation to programme phases:

MONITORING AND EVALUATION IN RELATION TO THE PROGRAMME PROCESS



United Nations: *Systematic Monitoring and Evaluation of Integrated Development Programmes: A Source Book*, New York, 1978, p. 10.

Purpose of monitoring

The major purpose of monitoring is to provide feedback information regarding the state of implementation of a programme to those implementing the programme. The feedback information received through the monitoring system should enable the authorities concerned to re-examine the operational strategies initially chosen by them in the light of the actual operational problems, and knowledge of the factors responsible for either facilitating or inhibiting the implementation of a programme. In order that monitoring may optimally serve this role, monitoring should be a continuous process and an integral part of every programme. This may be most adequately ensured by incorporating a monitoring design at the programme planning stage itself. Provision should also be made for preparing whatever instruments are necessary for the purpose of monitoring.

Mechanisms should be provided to ensure that monitoring data become available to programme personnel with the least possible delay so that the insights they provide become an immediate input into programmes, and enhance their effectiveness, apart from their being suggestive in the planning and implementation of future programmes.

Some characteristics of literacy and adult education programmes relevant for monitoring purposes

It has already been pointed out that monitoring focuses on the inputs, activities and outputs of programmes. A discussion of the characteristics of literacy and adult education programmes with special reference to inputs, activities and outputs would set the stage for a consideration of the monitoring processes that are relevant for such programmes. As inputs, activities and outputs have to be considered in the context of the basic infrastructure deemed essential for the operation of literacy and adult education programmes with a high probability of success, attention needs to be paid to it in the first instance. Important elements in it are:

i) a well-organized and committed administrative structure with effective decentralization going down to the grassroots level;

ii) a high level of community involvement and participation; (evidence from literacy and adult education programmes shows that community participation on an extensive scale contributes greatly to the success of the programmes; community participation should not be entirely in a passive, recipient role but in an active, contributory role as well; this means that it is not sufficient for the community to restrict itself to finding learners; the responsibility of the community should extend to the provision of not only physical facilities and resources, but also human resources in the form of participants in programme planning, canvassers for programme participation, and instructors);

iii) the establishment of effective linkages between community development agencies, both governmental and non-governmental, operating at the local level; (literacy and adult education activities carried out in isolation have not been able to produce the same positive results as those in which there is co-ordination among all agencies working at the grassroots level);

iv) the establishment of linkages with the formal education system with a view to encouraging a sharing of resources, physical and human, and ensuring mutual support; and

v) the provision of continuing professional support to those operating at the grassroots level, through transmission of research findings and feedback from monitoring and evaluation processes.

Next in importance come the learners. The impact of programmes will be minimal if they do not have an appropriate clientele. Numbers are important, but they do not constitute the entire story. Gross figures regarding enrolment should be disaggregated to show whether programmes reach those, whom it would be most advantageous to reach. If, for example a functional literacy programme with the accent on cotton growing is being launched, a mere head-count of numbers is inadequate. The programme will have little impact unless the target audience consists of those who have the opportunity to

grow cotton as an occupational activity. Even in the case of a literacy programme, a mere count of the total number of learners is not sufficient. The real test of the programme is whether it reaches deprived groups such as rural folk, women, migrants, economically and socially depressed groups, tribal groups, and nomadic groups. Enrolment data have to be supplemented by data regarding average attendance, drop-outs, repeaters, number completing programmes, and where applicable, examination passes or failures in order to obtain a clear picture of the functioning of programmes.

With regard to the teaching force, it is becoming increasingly clear that literacy and adult education programmes cannot be introduced on a nation-wide scale in the Third World countries, if reliance has to be placed entirely on paid teachers. Economic conditions do not permit the expenditure involved. While the persons initially involved in teaching may have to be paid salaries or allowances, countries have to work towards a situation in which a corps of volunteers gradually emerges to take on teaching functions. They have to be found from among the early groups of learners and gradually inducted as teachers. The question as to who makes a good teacher or animateur of adults is as yet unresolved and an urgent research priority. It may well be the case that the formal training required is less rigorous than generally supposed, and that empathy with learners supported by some easily acquired skills may be an adequate preparation.

The development of instructional materials for literacy and adult education programmes is a major undertaking for three reasons. Firstly, the experience in developing instructional materials for the out-of-school sector is relatively limited in comparison with that for the in-school sector. Secondly, the heterogenity of the clientele in literacy and adult education programmes poses special problems. Thirdly, a wide variety of instructional materials is required to meet the needs of various programmes.

Attention has also to be paid to the teaching-learning processes. While an in-depth assessment of these belongs more properly to the area of evaluation rather than monitoring, a less demanding exercise such as the occasional observation of a teaching session is not outside the purview of monitoring. At any rate, as part of the process of monitoring, it would be quite legitimate to call upon supervisors to state the number of lessons which they have observed, and their general impressions.

Account has also to be taken of the influence of the larger social environment upon the learners. For example, it is important to know whether the messages conveyed by the mass media, notably the newspapers and the radio, are in any way related to the literacy and adult education programme thrusts, and if so whether they convey messages congruous with those conveyed by the literacy and adult education programmes or dissonant with them.

Literacy and adult education programmes involve major problems of logistics. While meeting places for classes may be found through the use of school buildings, buildings connected with places of religious worship etc., there are such requirements as lighting when classes are held after dusk. Supplies of instructional materials and other requisites (e.g. chalks) have to reach these locations in time, and there are also problems of storage. Financial needs (e.g. honoraria for teachers) have also to be supplied in time to ensure that programmes go on as planned. Assuming that a schedule regarding the delivery of these, as well as programme activities, has been prepared, it should be possible to see to what extent the schedule is adhered to, and to identify shortcomings that require rectification.

Insofar as the outputs of literacy and adult education programmes are concerned, data which need attention, from the limited perspective of monitoring, are those related to the percentage completing programmes, the percentage found to be adopting the agricultural, health or other practices advocated in programmes, and the percentage participating in post-literacy activities on their own by enrolling as literacy readers, for example. In connection with post-literacy activities, whether a continuing supply of reading materials becomes available is also important.

What should be monitored?

The foregoing account of the characteristics of literacy and adult education programmes is suggestive of the principal elements on which a monitoring design should focus. They may be briefly summarised as follows:

A. *Programme setting*

The existence of:

a) an appropriate administrative structure;

b) active community participation;

c) linkages with community development agencies and activities;

d) linkages with formal education; and

e) provision for professional support.

B. *Finances*

Availability as planned (amount and timing).

C. *The learners*

Data regarding:

a) the number enrolled and their composition, especially with reference to the representation of disadvantaged groups;

b) attendance, repetition, completion of course, time taken to complete course; and

c) test/examination results, if any.

D. *The instructors*

Data regarding:

a) their number;

b) method of recruitment;

c) their orientation/training and experience;

d) categories e.g. paid or volunteers; drawn from the community or outside;

e) their attendance; and

f) their participation in community activities.

E. *Instructional materials*

Whether developed according to plan (it is presumed that the plan provides relevance and variety).

F. *Teaching*

Number of lessons observed by monitoring personnel, and general impression.

G. *Logistics*

a) availability of classrooms;

b) availability of lighting (fuel, lamps);

c) availability of instructional materials in time and in adequate number; and

d) availability of chalk and other supplies.

H. *Congruence of mass media messages*

The extent to which the mass media (newspapers, radio) reinforce or diverge from the messages conveyed by the programme.

I. *Outputs*

a) Percentage completing programmes successfully;

b) Percentage enrolling for new programmes;

c) Percentage reported as making use of the knowledge and insights given the programme; and

d) Percentage actively engaged in continuing literacy, (in this connection an assessment of the continuing supply of post-literacy materials to reading rooms and libraries is also important).

The above list is intended to be suggestive rather than exhaustive. If there is a comprehensive plan of operation for the literacy and adult education programme, as there ought to be, it should provide a firm basis for developing the major part of the monitoring design. The conceptual framework given in this chapter should provide additional guidance.

Who should monitor?

If monitoring is to be a continuing process, as it should be, it has, up to a point, to be converted into a routine, and one way of doing so would be to prepare carefully designed schedules for completion at various levels from time to time. In the case of schedules to be completed at the grassroots level, it would be desirable to involve, apart from programme personnel, some members of the community who have participated in or shown an interest in the programme, so that the completion of the schedules becomes a joint exercise on the part of the programme personnel and selected members of the community. Such a joint exercise could result in an enhanced interest on the part of the community in the programme. Monitoring should not, however, be entirely reduced to routine terms, and provision should be made for a certain amount of monitoring to be done periodically on fairly flexible and independent lines by competent persons not directly involved in programme implementation.

MONITORING STRUCTURES

The monitoring of programmes is carried out at different levels of the administrative structure implementing the programmes. The levels of monitoring in the countries in the region where mass literacy and adult education programmes are in progress generally coincide with the levels of administration responsible for implementing the programmes. The administrative and monitoring structures of some Asian countries are shown in Figures 1-4, culled from the documents presented by the representatives of these countries at the Second Regional Literacy Workshop. Table 1 is also based on them.

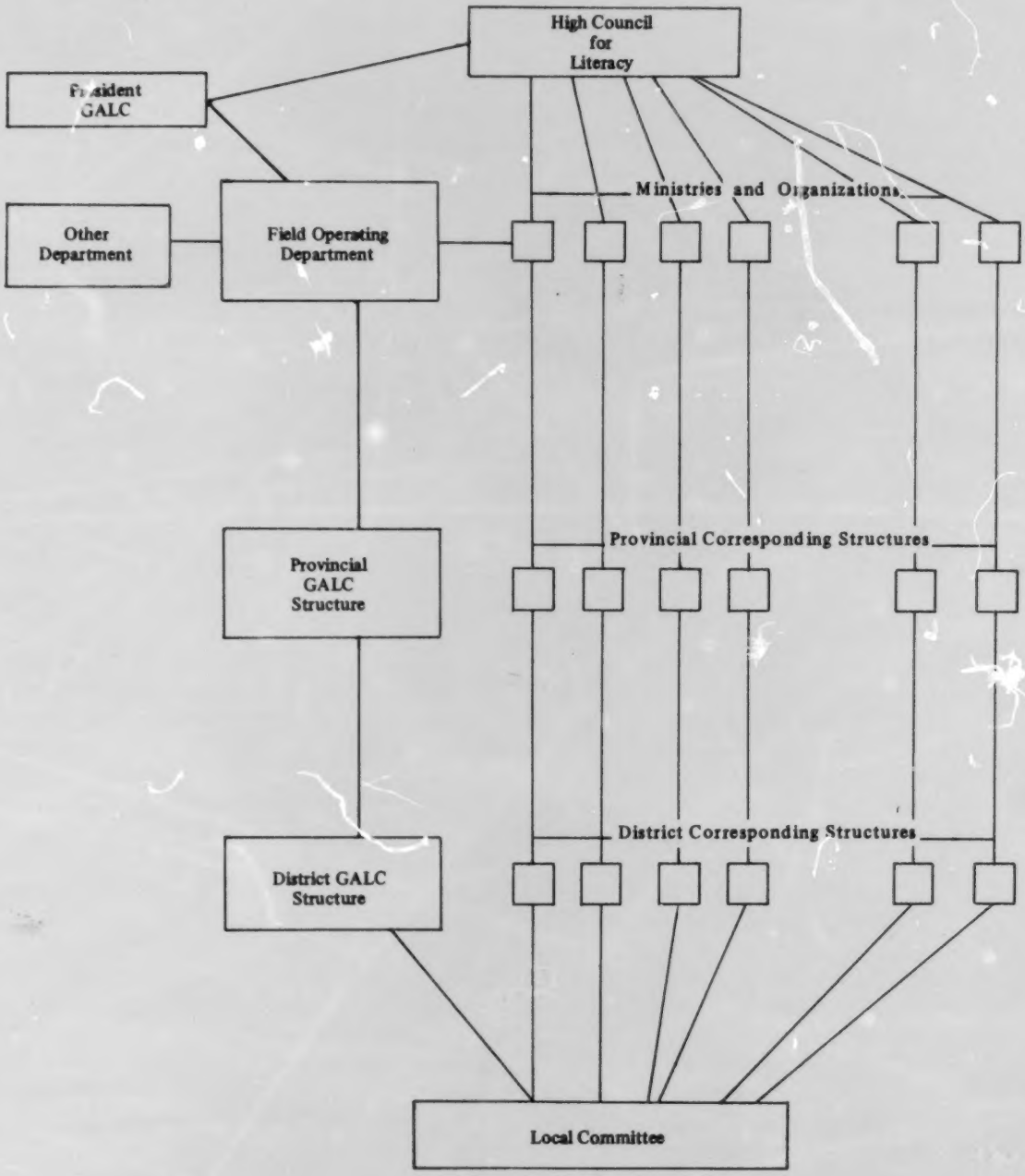
Levels of monitoring

It may be noted that unlike some of the countries, a regional set-up is available in Thailand and the Philippines. The function of the regional officer in both cases is to provide technical support services to all programmes relating to non-formal education. A major revision in the implementation procedure of the literacy programme is being planned in Thailand. The revision will feature regionalisation of curriculum content, teacher-training and follow-up and evaluation systems.

In Bangladesh and India, an additional level functions between the district and village levels. In India a project officer functions as head of a project, the jurisdiction of which is normally conterminous with a community development block. He sends the monitoring returns to the State level office under intimation to the District Officer. However, the district level officer is otherwise responsible for supervising all projects in the districts and ensuring timely flow of information from the projects to the State Office. In Bangladesh, a full-time senior officer designated as Additional Deputy Commissioner (Literacy) is in charge of the programme in a district. Overall activities of the programme at Sub-Division and Thana levels are organized, supervised and co-ordinated by the Sub-Divisional Officer and Circle Officer respectively with the assistance of the Mass Education officers at the respective levels. In India, the Deputy Commissioner in charge of a district generally heads the District Adult Education Committee. In Afghanistan, Bangladesh, Laos, Thailand and the Socialist Republic of Viet Nam, village or local level committees are responsible for providing support to the respective programmes and also for overseeing and monitoring the classes. In India and the Philippines, the instructor of a literacy or post-literacy class is recruited and supervised by the concerned supervisor and principal respectively. These officers are responsible for ensuring the timely despatch of the monitoring returns from the classes under their jurisdiction to the district offices. The village or local level committees, as mentioned earlier, are specially formed for the purposes of implementing literacy and adult education programmes, except in Bangladesh. In Bangladesh, the Union Council, which happens to be the lowest level of the system of local self government, promotes all development programmes including the mass education and general education programmes in a cluster of villages under its jurisdiction. National, provincial and district level literacy and adult education committees or boards are in existence in some of the countries mentioned above, although they are not specifically mentioned in the diagram. Most of these committees at the higher level function as advisory bodies and the executive functions rest with the department or the directorate exclusively responsible for such programmes at

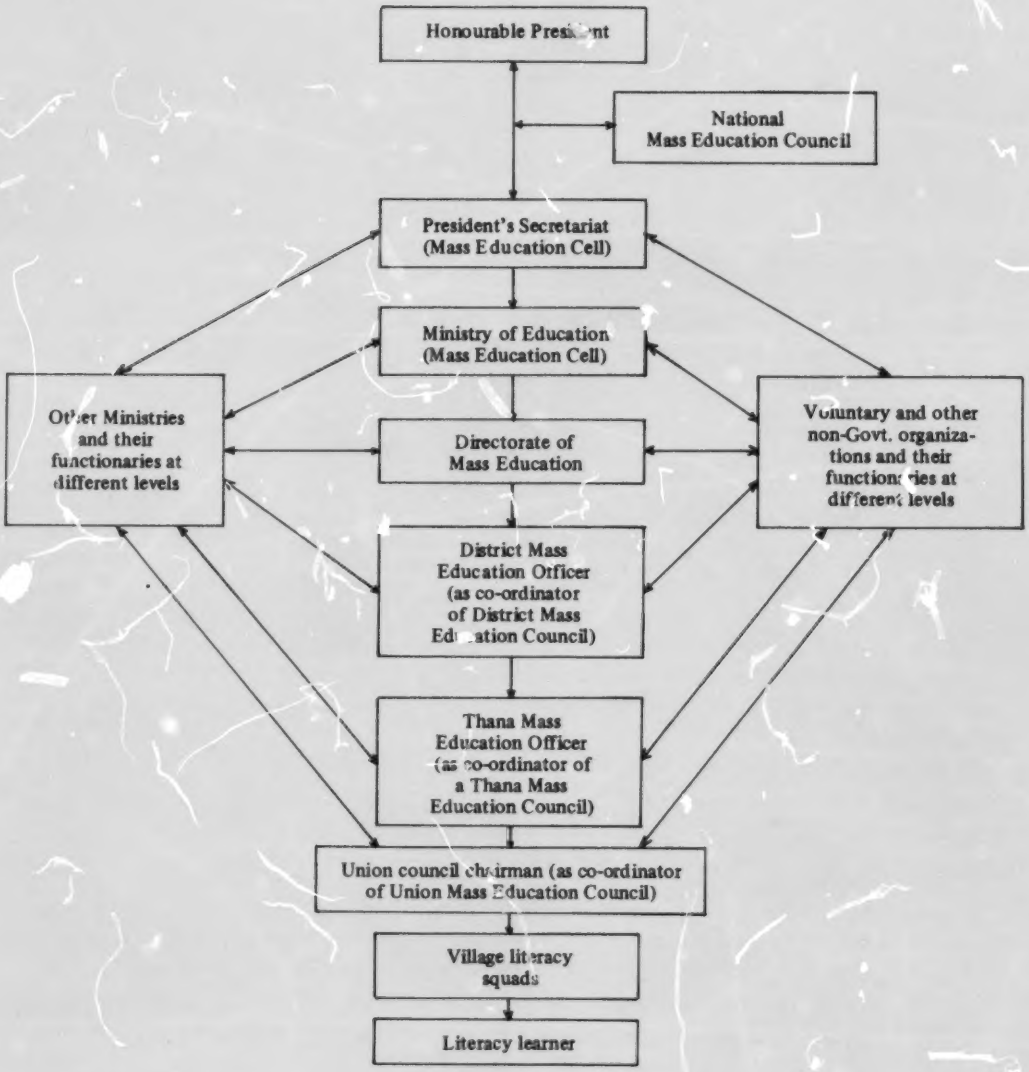
COORDINATION MACHINERY FOR FIELD OPERATION AND TRAINING ACTIVITIES

AFGHANISTAN



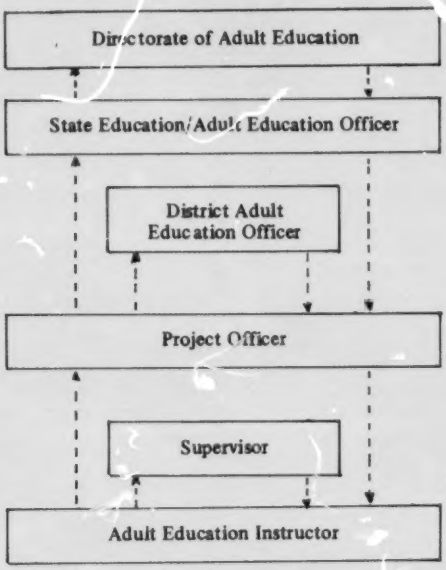
GALC = General Agency for Literacy Campaign.

BANGLADESH


Honourable President
National Mass Education Council
President's Secretariat (Mass Education Cell)
Ministry of Education (Mass Education Cell)
Other Ministries and their functionaries at different levels
Directorate of Mass Education
Voluntary and other non-Govt. organizations and their functionaries at different levels
District Mass Education Officer (as co-ordinator of District Mass Education Council)
Thana Mass Education Officer (as co-ordinator of a Thana Mass Education Council)
Union council chairman (as co-ordinator of Union Mass Education Council)
Village literacy squads
Literacy learner

MONITORING SYSTEM FOR NAEP FLOW OF INFORMATION AND FEEDBACK

INDIA



the national, provincial and equivalent levels. However, the annual reports and in some cases the periodic reports as compiled by the directorate or department concerned at the national level on the basis of monitoring returns are submitted to the concerned advisory bodies and in some cases to the office of the President, the Prime Minister and to the Parliament.

The type of monitoring information required at the various levels generally varies with the administrative and technical responsibility of the respective levels. Quantitative information regarding the number of literacy and adult education classes at a given time in the country or in a province, the total number of learners enrolled and graduating, or similar data are matters of immediate concern to the national and provincial levels respectively, whereas the information regarding timely supply of instructional materials and aids to the classes, the number of teachers trained, or background of the learners dropping out and similar matters are of concern to the district/sub-district/project level functionaries. At the field or village level, the supervisors and instructors are generally concerned with the mobilisation of local resources, attendance of learners, organization of other relevant activities and the evaluation of learners. In a multi-tier monitoring structure, the higher levels of the network depict a greater breadth of details for quick top level review of progress of the programme by the government and by the national

THAILAND

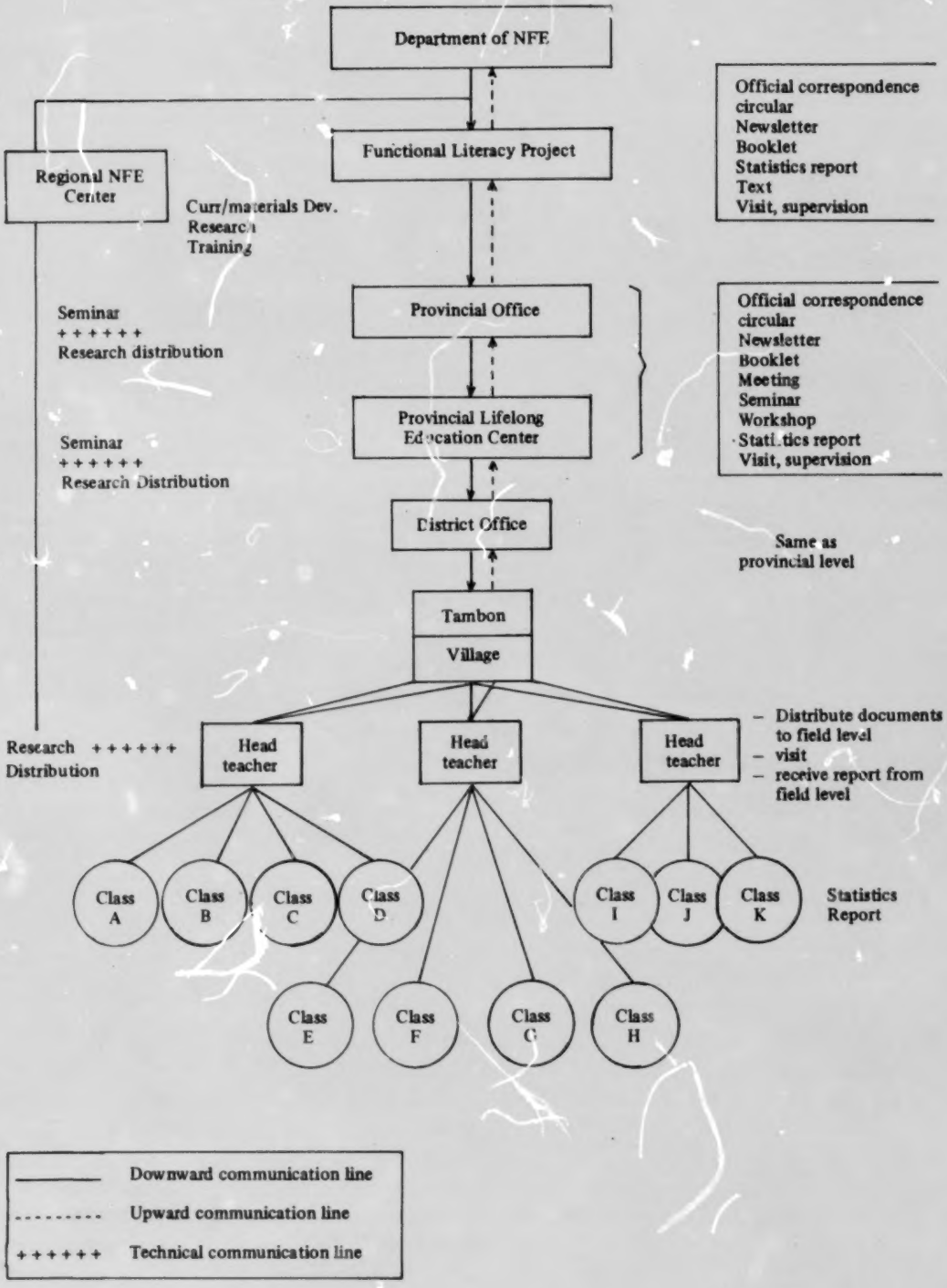

Department of NFE
Functional Literacy Project
Regional NFE Center
Curr/materials Dev.
Research
Training
Provincial Office
Provincial Lifelong Education Center
District Office
Tambon
Village
Seminar
Research distribution
Seminar
Research Distribution
Research
Distribution
Head teacher
Head teacher
Head teacher
Class A
Class B
Class C
Class D
Class E
Class F
Class G
Class H
Class I
Class J
Class K
Official correspondence
circular
Newsletter
Booklet
Statistics report
Text
Visit, supervision
Official correspondence
circular
Newsletter
Booklet
Meeting
Seminar
Workshop
Statistics report
Visit, supervision
Same as provincial level
– Distribute documents to field level
– visit
– receive report from field level
Statistics Report
Downward communication line
Upward communication line
Technical communication line

Table 1. ORGANISATIONAL NETWORK FOR MORNITORING OF LITERACY AND ADULT EDUCATION PROGRAMMES IN SOME ASIAN COUNTRIES

Level / Country	*National*	*Regional*	*Provincial/State*	*District/Sub-District*	*Local/Village*
Afghanistan	Field Operation and Training Depart., General Agency for Lit. Campaign (GALC)	–	Provincial Office GALC	District Office GALC	Local Committee
Bangladesh	Mass Education Cell, President's Secretariat/Directorate of Mass Education	–	–	(a) District Mass Edn. Officer (b) Thana Mass Edn. Officer	Chairman, Union Council
India	Directorate of Adult Education	–	State Education/ Adult Education Office	(a) District Edn./ Adult Edn. Officer (b) Project Officer	(a) Supervisor (b) Adult Education instructor
Laos	Department of Adult Edn., Mins. of Education	–	Provincial Education Service	Dist. Edn. Section/ Adult Complementary Education section	Canton Authority/Education Committee
Philippines	Office of Non-Formal Education	Regional Office of Min. of Education & Culture	Division Office	District Office	Principal's/ Head Teacher's Office
Thailand	Dept. of Non-formal Education	Regional NFE Centre	Provincial Education Office/ Life-long Edu. Centre	District Office	Village Council/Village Education Committee
Viet Nam	Dept. of Complementary Education, Min. of Education and Central Committee for Literacy	–	Provincial Education Service and Provincial Lit. Committee	District Education Bureau and Dist. Lit. Committee	Village Education Board and Village Board for Literacy Aid

leaders and policy planning bodies, while at lower levels the network incorporates greater details of activities for internal use by the agencies themselves. The difference in the emphasis on the network outcome at the higher and lower levels lies in the fact that the monitoring indicators are event and target-oriented at the higher levels and activity or process-oriented at the lower levels. Similarly, targets set and resources allocated for the programme are important input documents at the higher level, while the chronological list of activities to be performed by the functionaires is important at the intermediate and lower levels of the monitoring system.

MONITORING PROCESSES

Monitoring the administrative structure and linkage with the formal system

The implementation of a mass literacy and post-literacy programme necessitates the establishment of an efficient and motivated administrative infrastructure as an important input. In most countries in the region where mass literacy and adult education programmes are in progress, the Ministries of Education are responsible for the implementation of literacy, adult education and non-formal education programmes. However, the actual line of control in the administrative structure varies from country to country. In the Philippines, the Division of Non-formal Education is headed by a political Deputy Minister, and the Division is proposed to be reorganized as a Bureau shortly. In India, a Bureau in the Ministry of Education and Culture and the Directorate of Adult Education under it are responsible for literacy and adult education programmes in the country. The Department of Non-formal Education in the Ministry of Education in Thailand administers the Functional Literacy and Life-long Education programmes in Thailand. In Viet Nam and Laos, separate Departments of Adult and Complementary Education in the respective Ministries of Education look after all literacy and complementary adult education programmes in these countries. In Afghanistan, a separate Department known as the General Agency for Literacy Campaign under a full-time president conducts the mass literacy and adult education campaigns in that country. The Mass Literacy Programme recently launched in Bangladesh is directed by the Mass Education Cells in the President's Secretariat and the Ministry of Education.

By and large, the technical support service to the literacy and adult education programmes, including monitoring, evaluation and research is provided by competent bodies, for example, Directorates, Institutes or resource centres, directly attached to the administrative structures in the countries referred to earlier. At the operational level, the administrative set-up for literacy and adult education in most countries functions in collaboration with the existing set-up for school education. In some countries, for example India, the adult education set-up functions in close collaboration with the university system. While these linkages vary from country to country, they generally follow the pattern indicated below:

- utilisation of the services of curriculum developers, writers of instructional material, educators, training specialists, evaluators and researchers from the formal sectors for providing resource support to literacy and adult education;
- joint supervision of literacy and adult education classes and local elementary schools;
- utilisation of the services of local school teachers in conducting literacy and adult education classes;
- utilisation of school buildings and other physical facilities of the school system for conducting literacy and adult education classes and also training programmes for instructors and other personnel;
- participation of school and college students as instructors and co-workers in literacy and adult education;

- determination of equivalence between post-literacy and elementary school courses and recognition and accreditation of the former in the general and vocational education system; and
- co-operative programmes for the promotion of the reading facilities and habits of the new literates and school children.

While some of the above linkages are visualised at the planning stages of a literacy and adult education programme, the actual practical collaborative arrangements between the adult education and school administrations take shape at the grass roots level as the programme develops.

By and large, the adult educators and non-formal education specialists from the countries in the region feel that the above linkages are not only imperative for the implementation of mass education programmes from the point of view of the resource constraints but they are also mutually beneficial to both the sectors. The development of the pedagogical and communication skills of the non-professional instructors and local extension workers, wherever they participated in large numbers, was found to be greatly facilitated by the large scale induction of experienced professional pedagogues, communicators and trainers from the formal school system and development departments. At the same time, the experts also agree that many of these professional teachers and extension workers who were associated with the literacy and non-formal adult education programmes in various capacities underwent perceptible behavioural and attitudinal changes as a result of their contact with the community and the problems of need and interest-based learning, as practised in literacy and adult education. According to the experts, such exposure of educators and trainers from the formal system of education creates a favourable ground for the introduction of innovative practices in formal education itself and makes it more responsive to social needs.

A monitoring system designed for literacy and adult education programmes should, therefore, not only take into account the physical, technical and academic contribution of the formal education structure in the implementation of non-formal literacy and adult education programmes, but should also highlight the benefits accruing to the formal system of education through their involvement.

The country reports and the case studies presented by the Member States at the Second Regional Literacy Workshop pointed out that the mass literacy and adult education campaigns, in fact, promoted measures for the universalization of primary education, particularly among the less developed communities and those living in remote and hilly areas. These benefits are reflected in the participation of a significant number of children below 15 years in literacy and post-literacy classes and also in the form of greater motivation on the part of the adult learners to send their children to the local primary schools where previously they were reluctant to do so. The spread of literacy and education among the illiterate women has had significant impact in improving the enrolment and the retention of the girls in the local schools in those areas where there are social inhibitions against sending girls to schools.

Monitoring financial inputs

In most countries, the planning, financing and administration of literacy and adult education are centralised. However, detailed budgeting is done at various other levels of

administration as well. The general expenditure pattern in a programme is reflected in the budget heads similar to the following:

Salary of permanent full-time staff;

Establishment cost (including one time cost of administrative infrastructual facilities);

Office expenses (including travelling allowances);

Technical services (training, material, evaluation, research, etc.);

Supervision and guidance (including transportation);

Course cost (material for instructors and learners and honoraria and other benefits to the instructor).

The budget may be broadly divided into two areas; – the administration cost incorporating the first three items and the programme cost calculated broadly on the basis of the last three items. The rate of utilization of funds at different levels and the rate of the 'programme' cost to the 'total expenditure' or 'overhead' cost are important indicators of the performance of the implementing agency. A close and continuous look into the financial aspects of a literacy and adult education programme may enable the concerned officials to assess the trend from time to time and caution the implementing agencies if necessary. Delays in the opening of classes, publication of the required material in required number, training of personnel and other similar matters are often caused by the late release of funds to the concerned agencies. While preparing the itemized budget, approximate estimates are made for many items, particularly those coming under 'programmes'. At times, the actual expenditure may exceed the budgeted amount, in which case one has either to reduce the target (say, the number of primers to be printed or man-days of training to be arranged) or seek fresh sanction from the concerned authorities for re-appropriating funds from other heads where the expenditure is likely to be less than estimated. However, very often there are cases where the budgeted amounts are not fully spent by the end of a financial year. It may be noted that any calculation of the ratio of the programme cost to the total cost or overhead cost will not reveal the actual performance of the system, because much of the programme facilities may remain unutilised or partially utilised, particularly in the initial stages of a programme.

The 'programme' to 'overhead' costs ratio takes time to reach a satisfactory value. In the preparatory stage or the first few months or the first year of launching a programme the rate of increase in the expenditure for expansion of the administrative structure is likely to be higher than the rate of increase in expenditure on the increase in the number of classes or learners. With the appointment of more full-time supervisory and professional staff, and instructors the programme cost increases directly with the coverage of learners. In order to monitor the efficiency of the system, it would therefore be necessary either to suggest a standard (or expected) cost per learner completing a course with given inputs or to ascertain continuously the actual utilization of the programme facilities through the monitoring and supervision system. In case the first method is chosen, the programme cost may be approximately calculated by multiplying the standard per capita cost with the total number of learners graduating from the course. This amount divided by the actual amount utilized out of the total budget grant may roughly indicate the efficiency of the system.

The involvement of the community in raising funds, and the organization of productive and remunerative activities by the learners themselves are generally not take into account while deciding the budget allocation. The monitoring system, when it collects information regarding local contributions may enable the planners and administrators to assess the extent of resource mobilization through local efforts while fixing the targets for the programme. In some countries there is a system to collect information regarding the amount of money which remains unutilized by the end of a financial year. If the implementing agencies have no other source of revenue, this information is indicative of the shortfall in the achievement of the target because of the non-utilization of available financial resource. To establish internal consistency in the monitoring system the actual expenditure incurred by an agency on the programme in a given period should be reflected in the monitoring returns indicating the quantitative coverage of the learners and classes under the agency in the same period. A check into the internal consistency of this type enables the project leaders to identify the problems of failure.

Monitoring the human factor

As the continuous reviewing of the rate of utilization of funds and materials is equivalent to monitoring the performance of a programme at the source, the same is true of the human factors involved in delivering the programme. The recruitment, training, posting and transfer of officials and other functionaires in the implementing agencies, both governmental and non-governmental, influences the performance of an organization to a considerable extent. While a group of fifteen to twenty functionaires may be recruited on the same day at the operational level, all of them may not take up their assignments on the same day. In some cases some of the appointees may change their mind and decide not to take up the assignments. Those who join immediately may also need some time to settle down and establish contact with the local committees and other collaborating agencies. These inherent delays in optimising the strength of an administrative structure should be taken into account in concretizing the targets of the programme at different levels.

The frequent transfer of officials very often affects the speed of implementation of a programme. Transfer of an individual functionary does not mean only a change in the human factor but also a disturbance in the time schedule set for the programme, because of the concomitant time gap between the departure of the outgoing official and arrival of the incoming official. A supervisor or an instructor posted in a new area may need a few months to establish personal rapport with the community leaders, the learners, and the representatives of other organizations concerned. From the point of view of improving the effectiveness of a programme it may be necessary for an official or instructor to spend more time in establishing contacts with the local people at the initial stage rather than setting up the class hurriedly without adequate preparation or motivational and promotional activities. The period of time spent in such preparation is worthwhile and should be taken into account when making projections of the number of learners to be included in the programme by the end of a certain period.

A supervisor or an organizer at the sub district or village level is generally entrusted with the responsibility for organizing a certain number of classes in a given area every year. But because of lack of independent transport facilities in most of the countries,

a supervisor is expected to discharge his responsibilities using public transport facilities, which impose certain constraints on his movements. In some countries in the region, a supervisor is expected to look after 20 to 30 classes spread over as many villages. While a supervisor may take the initiative in organising village literacy and adult education committees to look after the day-to-day problems in the implementation of the programmes, the actual and effective involvement of such committees in the programme depends, to a great extent, on how frequently the supervisor can visit these villages and meet the members of the village committee. In some countries, the trend is to form village development committees or co-operatives to look after most of the ongoing programmes in school education, health care, literacy and adult education, agricultural extension, sanitation, newspaper reading and radio listeners' forums and other similar activities. In such cases, an appropriate co-ordination between the supervisors or government officials representing the different programmes at the district and subdistrict levels may facilitate the development of an integrated approach to implementation and supervision of these programmes as a package. Such arrangements may improve the effectiveness of each programme considerably by making all the concerned officials responsible for supervising all the programmes in a given village when any one of them is in the village.

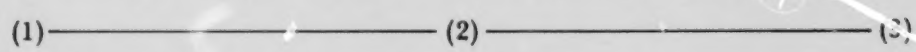
While most of the countries in the region highlight the importance of co-ordinating various development activities in the rural areas, the literacy and adult education workers feel that in actual practice there is very little co-ordination of literacy and adult education activities with the other ongoing developmental activities at the grass roots level. Local level initiatives to establish such inter-agency co-operation often go unnoticed. While the problem of inter-agency co-operation may be resolved at the higher levels through inter-departmental arrangement, the actual delivery of the services in an integrated manner at the users' level depends largely on the local level organizational network and human relations. Innovations in this area may be identified through the monitoring system and the experiences of successful co-operative arrangements may be widely disseminated through the concerned information and training service. Such an arrangement may also bring to focus the importance of integrated training of literacy and development functionaries. Integration at the technical service level is also important from the point of view of improving the content of literacy and adult education programmes and activities by making them more relevant to the changes the adult learners are likely to experience in their social and natural environment.

Monitoring the time dimension

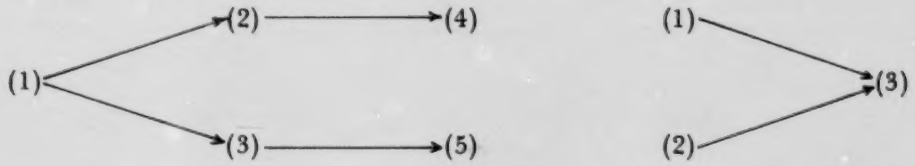
For the successful operation of a national literacy and adult education programme, a dovetailing of all the events and activities included in the programme is an essential pre-condition, and in this regard the time dimension is all-important. It may be assumed that such techniques as Programme Evaluation and Review Technic (PERT) have been used in the planning stage, and if so, what is necessary for monitoring the time dimension is to ascertain the extent to which the time schedule as indicated by PERT is followed. If, however, PERT has not been used in the planning stage, its use, at least in the monitoring stage, would be a worthwhile undertaking. Two examples are given below of its use, with a brief introduction.

An event is depicted by a number in a circle and an activity by a line. At times an activity is denoted by a line with an arrowhead which indicates the end of the activity.

Several events and activities may take place sequentially, e.g.



Again, several activities may originate from a single event. Such activities are called paralled activities. Similarly, several activities may terminate in a single event, e.g.



However, activities themselves do not form a loop.

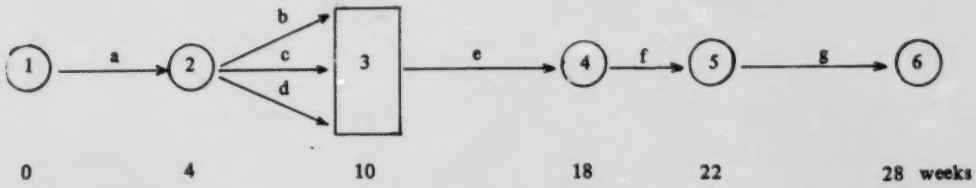
An analysis of a case study and a country status report following the above technique is given in the following example. It is taken from the case studies presented in the Second Regional Literacy Workshop to demonstrate the use of PERT in planning and monitoring the process of curriculum development and text book preparation in a literacy and adult education programme.

Example

Curriculum Development – A Monitoring Network

Taking the Status Report presented by Thailand at the Second Regional Literacy Workshop, an illustrative network for monitoring the process of curriculum development in a literacy and adult education programme can be drawn. An illustrative diagram based on a suggested time scale is given in Fig. 1.

Figure 1.



The events and activities depicted in the above figure are as follows:

(1) Appointment of a Curriculum Development Committee consisting of education officers in the target areas and representatives from agencies involved in rural development;

a) Survey of the target population with emphasis on existing problems, living conditions and learning needs;

(2) Completion of the survey;

b) The committee liaises with the regional development authorities for identification of suitable curricular elements relevant to the on-going development programmes;

c) The committee identifies the national goals relevant to the programme;

d) The committee identifies the problems to be included in the curriculum on the basis of the survey findings;

(3) The curriculum as developed by the committee. The context aims to encourage discussion on existing conditions in the area, how the existing conditions lead to problems and the concepts to be developed;

e) Development of loose content cards based on the curriculum contents defined in (3);

(4) Loose content cards for learners' use;

f) Modification of some cards through field testing to suit different regions according to specific needs;

(5) Modified cards;

g) Cards sequentially distributed to the learners;

(6) Cards compiled by the learners as a textbook.

Monitoring class size

The common trend in the different countries in the region is to accept 30 as the optimum number of learners in a literacy and adult education class. The general experience is that a class may initially start with many more than the 30, say 40 or even 50, but within a few days the number of regular participants in the class declines to between 15 and 20. This is particularly so in the case of literacy classes. While planning the number of classes and the size of a class in a project area, the following factors are generally kept in view:

a) the size of the target population in the project area and the number of potential learners identified;

b) concentration of the target population in different habitations;

c) number of professional and potential non-professional instructors available and their location;

d) availability of units of accommodation for use as class rooms;

e) funds available for payment of honoraria to the part-time instructors;

f) resources likely to be raised by the community;

g) social reservations or their absence regarding participation of women in mixed classes; and

h) availability of educational facilities for the children in the different habitations under the project.

Monitoring of literacy programmes

The instructor is expected to give personal attention to each learner in a literacy class on account of the wide variation in the motivation of the learners and their difficulties in articulating the problems of learning during the initial stages. Monotonous and routine type drills, like repetition and recitation, may not be very effective or popular with a large group of adult learners. Instead, participation in a group discussion in the class may be a source of encouragement and motivation to the learner. Added to these constraints is the limitation of non-professional and inexpeienced instructors in managing a large group of learners. It is also interesting to note that in almost all countries in the region, the residence of the instructor, the local church, mosque, temple, pagoda or a community place rather than the local schools class room happens to be the most frequently used temporary class room in the rural areas. The residential accommodation used as class room is rarely spacious enough to accommodate more than 10 to 15 persons comfortably. However, as villagers in most countries in the region prefer to sit on mats spread over the floor, there is always some flexibility, but an improvised average classroom may not in most of the cases be suitable for more tha 20 to 25 learners at a time.

In some countries, there are social or religious restrictions on the participation of grown up girls and women in a co-educational literacy class or any class conducted by male instructors. The size and density of literacy and adult education classes in a project area in such circumstances would depend much on the resources available locally and the local traditions and situations.

In some countries, much emphasis is given to additional motivational activities aimed to sustain interest in the programme of those learners who either drop out of a literacy class before completing the course or fa i in the qualifying test at the end of the course. Special efforts are also made to coach them individually or in smaller groups. In such cases, the size of a class consiting of slow learners or repeaters is much smaller than a class consisting of freshers. Instructors or student volunteers are also at times deputed to help the adult learners to repeat their lessons at home. Wherever the objective of the literacy campaign is to eradicate illiteracy completely, individual coaching of learners continues concurrently with more organised literacy classes. In these cases, the traditional idea of a class loses much of its significance and instead of taking the number of classes to be started as the target, the number of persons to be made literate in an area in a given period is set as the target. The actual number of persons made literate in a given project area is periodically monitored. This is done through systematic collection of the literacy test results. The graduation figures are collected consistently in a given area and they are compared with the actual size of the illiterate population in the target age group in that area. While the progress of a learner in acquring the literacy skills is generally assessed informally by the instructor in the class, a final literacy test, as adopted by almost all countries in the region has been found to be a very important indicator of the progress of a literacy programme. The present trend is to devise tests to measure the growth of cognitive and affective skills of the learners along with their acquisition of the literacy and numeracy skills. Development of such instruments for evaluation of learning achievement of adult learners is facilitated through promotion of innovations and research by the programme monitoring system.

Monitoring programme expansion

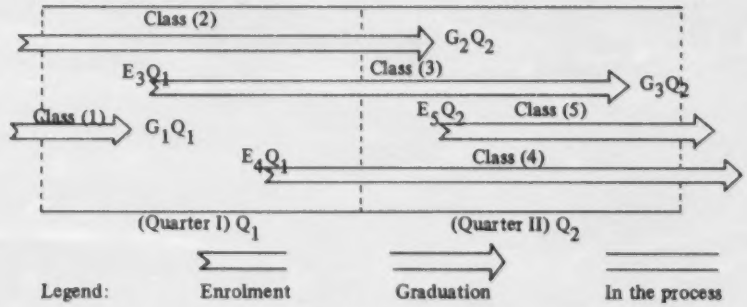
The expansion of an adult education programme (including literacy) generally takes

place in two directions-horizontal, i.e. more learners for the same type of course; and vertical, i.e., new learners for the graded post-literacy courses or organised follow-up programmes. In most countries, the expansion of literacy and adult education programmes takes place simultaneously, horizontally and vertically. Such processes of expansion over larger areas, like a district or a province, generally take place almost continuously, without any prolonged interruptions. This is due to the fact that all the first level literacy classes are not initiated on the same day or the same week or in some cases even in the same month. As a result the date of completion of the same course in different classes also spreads over a few weeks or months. When the duration of a course, say the literacy course, is comparable to the spread of the opening date of the literacy classes in large campaign area, the monitoring system has to keep track of the opening and closing of the classes almost every week. Keeping this possibility in mind and to avoid confusion regarding the calculation of the total number of learners leaving different courses in a given period for reporting purposes, a few new practices have been introduced in some countries – in conformity with the manual prepared by the Unesco office of Statistics for collection of international literacy and adult education programme statistics.

According to these practices, code numbers are given to different courses to identify the course level and content and also the location of the classes. For the purposes of reporting the number of learners enrolled in a given course or the number of learners successfully completing such course quarterly, half-yearly or annually, only the learners entering or passing out of the course during that period is mentioned. That is, those learners who have had themselves enrolled before the reporting period and have not completed the course during the reporting period are not included in these figures. A diagrammatic representation is given below.

It may be noted that the strategies for multiplying literacy and adult education classes vary widely in the countries of the Asia and the Pacific region.

Figure 2.



E_3Q_1 – Enrolment in class No. 3 in Quarter 1
E_4Q_1 – Enrolment in class No. 4 in Quarter 1
E_5Q_2 – Enrolment in class No. 5 in Quarter 2
G_1Q_1 – Graduation from class No. 1 in Quarter 1
G_2Q_2 – Graduation from class No. 2 in Quarter 2
G_2Q_2 – Graduation from class No. 3 in Quarter 2

Therefore, the total enrolment in Quarter 1 = $E_3Q_1 + E_4Q_1$
Therefore, the total enrolment in Quarter 2 = E_5Q_2
Therefore, the total graduation in Quarter 1 = G_1Q_1
Therefore, the total graduation in Quarter 2 = $G_2Q_2 + G_3Q_2$

Monitoring integrated programmes

While there has been a large-scale increase in development of educational opportunities in the countries of Asia, there are still numerous pockets in these countries, mostly in the mountainous regions and places inhabited by populations belonging to ethnic or linguistic minorities, where primary school facilities have yet to be developed. The question of spreading literacy among the adults in these areas is organically linked with the creation of basic educational facilities for the children in these communities. Besides, the problems of language planning and issues like modernization and preservation of community identity are to be solved simultaneously by both the school and adult education administrations. These issues are generally considered to be politically sensitive and most development programmes in these areas, including elementary and adult education are handled by the agencies specially set-up for the development of these areas. Monitoring of literacy and adult education programmes in these areas has therefore to be carried out through the monitoring and information system designed to oversee the overall economic and social development programmes in these areas. The interaction between the different social, economic, cultural and educational issues in these areas makes the work of literacy workers quite challenging and educative. Here very often the instructor loses her/his identity as a teacher and ultimately emerges as a social worker and in some cases as a social reformer. The indicators for monitoring and evaluating integrated programmes of the type mentioned above should no doubt be chosen on the basis of the linkages that literacy and adult education programmes in these areas might have with other development programmes and policy issues.

Monitoring performance

The resource constraints (money, material and man) in a literacy and adult education programme are generally overcome through large scale mobilisation of non-professional manpower and political commitment to such programmes. Since the quality of a programme is largely determined by the quality of the personnel involved in its implementation, there is a growing awareness in the countries in the region, where the illiteracy rates are still high, of the importance of investing more on the further education and training of the non-professional instructors who mostly happen to be young farmers and workers with incomplete schooling. Such investments have been ultimately found to be highly beneficial as a result of the growth of this work force as cadres in developmental activities and socio-economic communication. This point is important when taking decisions on programme budgeting at the planning stage, and also when updating the expenditure pattern of a project on the basis of monitoring. Project costs are determined and updated keeping in view the expected quality and quantity of the coverage of the project and also the cost variations enforced because of the changes in the quantity or quality of resources available. In the event of non-availability of the required number of adequately educated and trained personnel in a project the expenditure in the initial stages of implementation may reflect more than average emphasis on quality. This could be done either by spending additional funds keeping the quantitative targets unaltered or by reducing this target in the absence of additional funds. In some countries, local literacy committees collect funds and material to supplement the resources provided by the government. In one country, the local committees facilitate the visit of professional supervisors to the literacy and adult education classes in the village by arranging payment

of travel expenses to the supervisor. Such visits are utilised for the improvement of the quality of teaching and learning through provision of guidance and demonstration of better methods of teaching.

The quantitative performance of a literacy or post-literacy class may be indicated as the following percentage:

$$\frac{\text{Number of learners graduating from the course}}{\text{Number of learners enrolled in the course}} \times 100$$

As the operational efficiency of the programme improves, the rate of dropouts decreases and the above percentage increases. A reduction in the rate of dropouts is determined among other factors by the quality of teaching and learning in the class which again is largely related to the frequency of supervisory visits to the class and the professional guidance provided by the supervisor to the instructor and also to the learners. All the country status reports highlighted the urgent need to provide adequate professional guidance to the instructors in their respective countries. However, because of financial constraints, the supervisory visits are often curtailed while increasing the number of classes. The workshop therefore decided to explore in greater depth the quality versus quantity variational relationship in a literacy and adult education project. The variance analysis done in this connection in one of the practical exercises may be illustrated through the following example:

Example

The monitoring data from a literacy project revealed a dropout rate of 40% at the end of the first cycle. The project leaders ultimately came to the conclusion that the supervision of the classes should be strengthened in the second cycle. But while updating the expenditure pattern for the second cycle, they came across the crucial question of 'quality versus quantity'. How much additional expenditure on supervision would be justifiable?

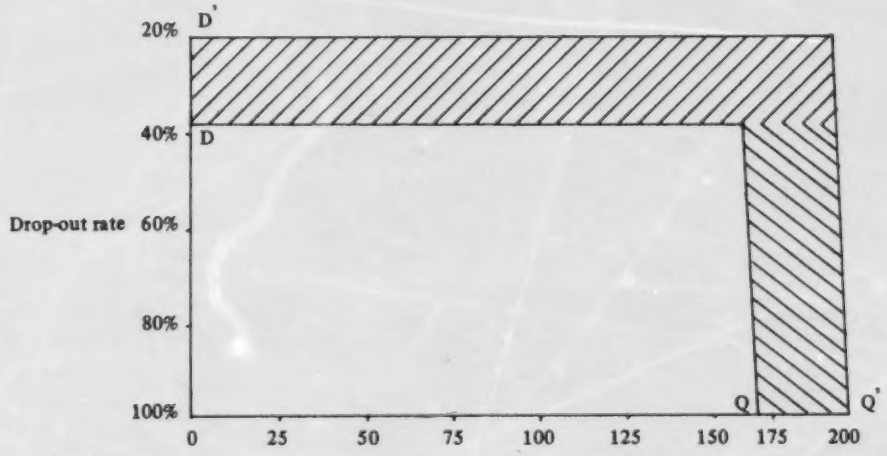


Figure 3 Quality and Quantity Variance Analysis in Literacy and Adult Education.

If D is the present dropout rate (say 40%) and Q is the cost per course, (say \$175), including the present level of supervision, then,

DQ = Present rate of waste

= \$70

Suppose the revised estimate for the additional cost for supervision and consequent reduction in the dropout rate are \$25 and 20% respectively, the reduced waste in the course is then

DQ' = \$40

The reduction of the wasteful expenditure or variance in waste is

DQ – D'Q' = \$70 – \$40 = \$30

The waste variance is the sum total of the quantity variance and quality (cost in this case) variance. A variance may be positive or negative. Since with the increase in the supervision or project costs the quantity of dropouts decreases, these two variances should have opposite signs, i.e. if quality variance is positive (+), the dropout or quantity variance should be negative (–)

The quantity and quality variances can also be separately calculated from the above diagram.

Quantity variance, $(D' - D)Q' = D'Q' - DQ'$

$= \$ - 200 \times \frac{40 - 20}{100}$

$= \$ - 40$

Quality variance, $(Q' - Q)D = \$25 \times \frac{40}{100}$

$= \$10$

Therefore, the waste variance

= Quantity variance + Quality variance

= \$ – 40 + \$10

= \$ – 30

The negative sign implies a reduction in the wasteful expenditure. This, in turn, means greater utilisation of the investment on the course. In other words, by making an additional expenditure of \$25 the project leaders may improve the output of the course to the tune of \$30 by making more effective utilisation of the existing instructional resources. A judicious balance between the supervision and other instructional costs may be obtained by allowing some flexibility in the expenditure pattern and also by estimating the impact of supervisory visits in reducing the dropout rate in a given project area. The latter exercise can be done without much difficulty by analysing the data received through a monitoring system.

Pre-Monitoring knowledge of problems of failure

A monitoring system designed for a new project or programme in literacy and adult education in a country generally takes note of the past experiences in relation to such programmes implemented earlier in the country. One can also profitably share the experiences of other countries in the region in the same field. The exchange of experiences between the countries becomes more meaningful when the problems faced by the literacy workers and adult educators in these countries are found to be common or similar in nature. Some of the problems in contemporary literacy and adult education programmes are so common and well known (for example, lack of adequate motivation of target population or learners; urgent need for staff development; lack of appropriate teaching/learning material for special groups; lack of adequate community participation, etc.) that the key personnel involved in a programme need not wait for the monitoring report to tell them afresh about such practical problems. In fact, literacy and adult education programmes should be planned and managed keeping in view some of the obvious and well known problems of implementing non-formal programmes.

An analysis of the status reports and case studies presented by different countries at the Second Regional Literacy Workshop enables one to identify the common problems in literacy and adult education programmes currently being implemented by these countries. The problems of failure at local levels as mentioned in different documents are reproduced verbatim in Appendix.

Policy-implications of location-specific problems:

The frequency with which a particular problem area is mentioned varies from area to area. The following summary table provides a tentative analysis of the areas of failure in literacy programmes for the insights which may be derived from them for monitoring purposes (see Appendix 1):

- staff development (9)
- programme management (8)
- motivation of learners and functionaries (6)
- problems of special groups (3)
- technical support (4)
- physical facilities (1)
- financial resources (3)
- community participation (3)
- inter-agency cooperation (3)
- planning (7)

There is a comparatively low frequency of occurrence of references to the constraints of financial resource or physical facilities, and the problems which are most frequently mentioned are: staff development; programme management; programme planning and motivation of learners; instructors and other functionaries. Some of the problem areas mentioned above are directly or indirectly interrelated; for example, if financial resources are adequately available or inter-agency cooperation is ensured, one

may overcome the constraints in the availability of physical facilities. Similarly, a high degree of participation of the community in all stages of the programme may ensure a higher level of motivation of the learners, the instructors and other functionaires and also better management of literacy and adult education programmes at the grass roots level. However, what is important here is the fact that some of the crucial decisions which are taken at higher levels of administration in the ministry of education in most of the countries while launching a literacy and adult education programme become more practical when due consideration is given to the location-specific problems which might have also policy implications. By their very nature literacy and adult education programmes are meant to be community and learner-centred, requiring a dynamic approach to programme planning and management, and as such a traditional administrative set up and plan may pose serious hindrances to the operation of such programmes in the desired direction. Such inherent problems can hardly be overcome through an efficient monitoring system, unless a spirit of self-assessment is simultaneously incorporated in the process of policy formulation, planning and administration.

COLLECTION OF MONITORING DATA

Instruments and their classification

The instruments of monitoring generally used by the countries where mass literacy and adult education programmes are in progress for considerable periods can be broadly classified under the following major activities, as shown in Table 1:

- Need assessment and target-setting
- Record keeping
- Technical support and guidance
- Flow of information bottom-up
- Flow of information top-down
- Wider dissemination of information
- Research, evaluation and emulation

Table 1. Instruments of monitoring and their classificaion

Activity	*Instrument*
Need assessment and target-setting	Informal interview; Discussion; Census report; Survey schedule; Local development plan documents; etc.
Records-keeping	Learners' attendance register, Instructor's and supervisor's diary; Data sheets/cards; etc.
Technical support and guidance	Supervision; Periodic monitoring meetings, seminars, conferences, training programmes, camps, media programmes; etc.
Flow of information bottom-up	Periodic returns; Visitations-both ways; Meetings between functionaries of different levels; Training and evaluation sessions; etc.

Table 1. *(Continued)*

Flow of information top-down	Instructions, circulars, training programmes, visits inter-level meetings, seminars, media programmes; etc.
Wider dissemination of information	Case studies, evaluation studies, newsletters media support; etc.
Research evaluation and emulation	Pilot projects, experimental programmes, replication of successful methods and materials; Case studies; Field operation seminars; Data bank; etc.

Some of the activities listed in Table are not traditionally included under monitoring in the strict technical sense. However, in non-formal and mass education programmes, the planning, control and monitoring exercises are so inter-linked that for all practical purposes the functionaries at the different levels, for example, the instructor, the supervisor, the district and higher level officials responsible for implementation of such programmes have to perform several functions concurrently. Informal discussions, interviews, visits, meetings, seminars, mass media, etc. which may be broadly categorised as informal tools for monitoring are frequently used in literacy and adult education programmes. The instructor's continuous informal assessment of the learning achievements of the different learners in his class also comes under this category. The informal instruments of monitoring and performance evaluation generally deal with qualitative indicators, whereas the formal instruments tend to emphasise the quantitative aspects. Among the formal instruments of monitoring, the following are widely used in most countries in the region:

1) Survey schedule for identification of potential learners, their needs and availability of resources locally;
2) Instructor's diary and/or attendance register of learners;
3) Instructor's initial report to the supervisor or to the official to whom he is accountable;
4) Instructor's periodic returns;
5) Instructor's final return, highlighting the outcome of a course;
6) Supervisor's diary containing observations and notes recorded by him during his visits to the classes and also comments on the returns received from the instructors;
7) Supervisor's periodic report to the district office;
8) Supervisor's data register;
9) District officer's periodic returns to the provincial office;
10) District Officer's data register;
11) Provincial officer's returns to the national headquarters;
12) Provincial officer's data register;
13) National level register; and
14) Annual report on the programme.

The above list includes the instruments commonly used by different countries and as such it is an aggregate list rather than a representative one. However, the above instruments have been sequenced in such a fashion that when systematically introduced and used they may form the core of a monitoring system. Illustrative formats of the above instruments are given in Appendixes 2 to 11.

Officials responsible for collecting and processing data through such instruments generally feel that if these forms contain too many entries to be filled in, and the required information is not readily available, the respondents tend to lose interest in carefully filling in the forms. As a result, the flow of information is either delayed or its quality suffers. The general trend, therefore, is to reduce to the barest minimum the information sought through the different forms. There is also a general complaint that while exhaustive information and data are generally asked for in various forms and schedules, their complete and appropriate use at the concerned levels is not always ensured. As a result, much of the valuable data collected through such instruments ultimately remains hidden in the 'data graveyard'.

Analytical method of instrument development

Much waste of effort is generally noticed when very detailed socio-economic surveys are conducted to identify the potential learners and their needs. Because of well-known limitations, a literacy and adult education programme implementation agency may not on its own be in a position to satisfy such needs. Much of the educational needs of the community may be satisfied by linking literacy and adult education with the resources of the other developmental agencies working in the same community.

An exercise was done in the workshop to design a survey schedule systematically starting first with the enunciation of the objectives and then concreting the data required in order to avoid widening the scope of the survey schedule without any definite need. The exercise is given in the example. Its relevance to monitoring lies in the fact that a pre-programme status study provides baseline data for monitoring the implementation of a programme.

Example

A practical exercise on designing of survey schedules before launching a literacy and adult education programme for the rural women in a less developed district in India –

Step 1: The official responsible for the programme in the district reviews the recent educational and socio-economic surveys, studies and statistics with reference to the chosen district for the understanding of the:

- literacy status with special reference to rural women;
- extent of participation of rural women in agricultural activities;
- traditional trades and crafts in which women also participate;
- infant and maternal mortality rates;
- enrolment ratio of boys and girls in the rural schools;
- coverage of the rural population under the existing health care, and mother and child care programmes;

- spread of the applied nutrition programme;
- percentage and distribution of schedules caste and scheduled tribe populations; and
- slack and busy agricultural seasons.

Step 2: The official obtains information on the following items through the district literacy and adult education co-ordination committee which consists of representatives of all developmental and educational agencies in the district, some voluntary agencies and also individual social workers, educators and others:

- current development programmes and schemes specifically aimed at improving the economic and social status of women;
- coverage of female population under the above programmes and schemes;
- common experience of the members of the committee regarding the actual participation of rural women under the above programmes – constraints and problems;
- relative popularity of different craft learning programmes among the rural women;
- extent of institutional credit facilities available for purchase of equipment like sewing and knitting machines by individual trainees or their co-operatives;
- problems of supply of raw material and marketing of the local products in the cottage industries or small scale industries sectors;
- experience of the previous literacy, adult education and craft training programmes; and
- local customs regarding participation of women in discussions, meetings and classes organised by men.

Step 3: The official visits several remote and backward villages in the district to ascertain:

- availability of resources with the different development agency functionaries at the village level and their utilisation pattern;
- perception of the menfolk in the families regarding the participation of their women in literacy or craft learning programmes;
- interest of the women themselves in literacy, health, education, crafts and other training programmes;
- availability of literate women who are willing to work as instructors;
- availability of literate women who are also training in a craft;
- relative population of different crafts, vocations, etc. among the women;
- variation in the interest in a particular scheme or a training programme among the groups of women belonging to different income groups and castes; and
- convenience regarding the location, timing and duration of a class.

Step 4: The district official in consultation with the project officers (officials responsible for a project in each sub-district) and supervisors (officials responsible for organisation and supervision of 30 classes each) sum up the results of the above informal surveys as follows:

- the average rate of literacy in the district is 24 per cent, and among the women in the age group 15 and above the literacy rate is only 12 per cent;
- women participate in most agricultural activities with men, but are paid wages lower than those paid to men;
- infant mortality rate is as high as 120 per thousand and about 10 per cent of the pregnant women die during child birth;
- about 18 per cent of the total population belongs to the scheduled castes who live in small pockets in nearly all villages;
- about 7 per cent of the population belongs to the scheduled tribes who live in the hilly areas of the district;
- the months Oct-December and March-May are slack agricultural seasons in most parts of the district;
- the physical facilities and material resources available under the different development agencies are not always sufficient in relation to the demand;
- rural women, by and large, depend on traditional health and medical practices;
- the menfolk belonging to the high and middle income groups among the farmers have some reservations about sending women members in their families to the classes conducted by male instructors, whereas the scheduled caste and scheduled tribe populations and also the families of agricultural labourers do not have such objections;
- women from the families of rich and middle farmers show much interest in sewing and knitting courses, whereas the women from the low-income families prefer crafts like basket-making, simple needle work and dairying; and
- in the past ten years several classes were set up on different occasions under different agencies, but these classes were discontinued soon after the transfer of the officers responsible for these programmes or when the instructors left the classes to take up other jobs.

Step 5: On the basis of the above data the district officer comes to the following tentative conclusions:

- the motivation of rural women to join a literacy and adult education class is likely to increase when such courses are combined with practical training in some craft or vocation;
- the interest of potential learners in different crafts and vocations largely depends on their socio-economic background;
- about ten identifiable crafts and vocations have varying degrees of demands;

- the physical facilities and material resources with the different development agencies are limited, but with proper co-ordination their utilisation may be optimized;
- unless instructors are chosen from the village where a class is planned and they are otherwise committed to stay in the village for a considerable period, the class may not prove viable;
- unless the village as a whole and the community of learners join hands in raising resources and supervising a programme the government on its own would not be able to sustain craft and vocational training programmes in remote areas;
- the officials concerned with the literacy and adult education programme would not be in a position to handle any organised production and marketing problem under their programmes;
- women in general show keen interest in the skills related to child care, first aid, and simple home science;
- availability of persons from the village, particularly women with requisite education and training for recruitment as instructors, is uncertain; and
- women prefer to attend classes in the afternoon and when these classes are located in the vicinity of their residence.

The above analysis takes note of many important considerations in relation to the launching of the programme without actually using any formal and structured questionnaire. The discussions and meetings organised by the district officer also reveal the gaps in the information collected. These gaps generally relate to location-specific resources, particularly availability of skilled and literate women who are willing to participate in the programmes and the distribution of the potential learners according to their preferences to different skills and crafts.

The district officer designs a simple village household schedule to collect the above statistics through the village-level supervisors. He also trains the supervisors in the appropriate use of the schedule.

Step 6: A village and Household Schedule and Analysis of its Entries

Part I (Village Schedule)

Entries	*Purposes*
1. Name of the Village	1. For identification
2. Name of the Development Block under which the village is located	2. As most development programmes and plans for the area are handled at the Block level, the officials of the concerned Block should be consulted at some stage.
3. Nearest bus stop or railway station	3. In case suitable persons are not available locally for recruitment as instructors, transportation facilities may become an important factor in appointing instructors from the neighbouring villages.

Entries	*Purpose*
4. Availability of electricity	4. To assess the opportunity for using electrically operated equipment for education and training.
5. Schooling facilities for the children	5. To assess the opportunity for introducing some ideas equally relevant to the parents through the schools and also to assess the impact of the literacy and adult education and training programmes in terms of enhancement of enrolment ratio, retention of the children in the schools, etc.
6. Utilization of health, child care and maternity services and other facilities	6. As baseline data for comparison with the status after a certain period of implementation of the literacy and adult education programme
7. Postal facilities	7. To ascertain whether printed materials would easily reach the instructors if they are sent regularly through the post office
8. Availability of training and service centres maintained by other agencies	8. To explore the possibility of combining literacy and post-literacy courses with the existing activities in such centres
9. Facilities for further education and training of skilled workers and potential instructors	9. To explore the possibility of using these facilities as training centres for the local instructors.

Part II (Household Schedule)

Entries	*Purpose*
1. (a) Names of the potential learners among the women in the family	1. (a) To assess the general demand
(b) Names of the potential learners among the women in the priority age group in the family	(b) To identify the location of classes
2. Names and skills of the potential instructors and their willingness to participate in the programme	2. For recruitment
3. Availability of the potential instructors for training	3. To suggest a calendar for opening classes and arranging their training
4. Convenience regarding frequency, timing and duration of the classes and also choice of the crafts and special training programmes	4. To suggest a tentative time-table for the course to the extent the demands match the availability of instructors
(a) of the potential learners	
(b) of the potential instructors	
5. Facilities and materials available with the community which could be utilised for the classes	5. For mobilization of local resources
6. Availability in the family of members who are willing to contribute voluntary services (other than teaching) for the programme	6. To organise motivational and other activities related to the proper running of the classes, etc., etc.

Quality of data

The performance of the implementing agencies is generally measured by monitoring the processes involved in programme operation. The quality of inputs and outputs of a programme can hardly be assessed through collection of data in the form of periodic monitoring returns. Secondary correlation of primary data in a limited sense may reflect the quality of a programme. By introducing a few open-ended questions in a monitoring return one may attempt to get some indications regarding qualitative aspects of the inputs and outputs. Since one of the major objectives of monitoring is to evaluate the performance of an implementing agency at different levels in terms of fulfilment of targets, both qualitative and quantitative, the periodic returns should generally indicate the targetted figures along with the achievement figures. The commonly used indicators reflecting the performance of the functionaries at various levels in a literacy and adult education programme are, number of classes opened and run for a specified period, enrolment and graduation figures, availability of instructional materials, training of the instructors and supervisory visits.

The effectiveness of an instrument depends much on how the raw data contained in it are processed and interpreted at the higher levels. It is, therefore, essential that each entry in the primary monitoring returns, i.e. those instruments which originate from a literacy or post-literacy class, is properly reflected in the secondary, tertiary and other instruments. It is also important to note that while the data entered in the primary instruments are somewhat individualised or personalised in nature, where information regarding specific individuals and situations is mentioned, the secondary data emerging from such instruments lose the identity of their origin. While this process of aggregation simplifies the processing of the data at the higher levels, the retrieval of localised information for initiation of area-specific remedial actions at these levels may not be feasible. It is for this reason that all actions regarding improvement of the functioning of a class, the method of instruction and the motivational and other activities are supposed to be initiated at the local or the supervisory or at best the district level. Similarly, the attendance register of the instructor should contain some information regarding individual learners and their regular performance in a course so that the instructor could use such information to help the slow learners himself or utilise the services of other literate volunteers or advanced learners to help them.

Data at the instructor's level

The formats of the attendance register and instructor's initial, mid-term and final returns, as given in Appendices 2 to 5, illustrate the mode of transfer of data from the primary document to the periodic returns. All the entries in the returns could be made by the instructor taking the attendance register-cum-diary as the reference material. Reference to the residence of the learners in the attendance register is considered important by many literacy workers in the light of their experience. If the location of the residence of a learner is available, the instructor or his co-workers can personally visit the learner in case he is absent for few days or if he needs additional help in learning.

In a literacy class, the enrolment of learners is not usually closed immediately after opening the class. The general practice is to accommodate more learners even when they join it after a few weeks or as late as one or two months after the commencement of the

course. Even though the admission of learners may be discontinued after a specific period, such as 2 to 4 weeks, the instructor will be required to give special attention to those learners who join late or who are otherwise slow learners.

Entries regarding sex and age of the learners are to be there in all documents for obvious reasons. In most countries, the illiteracy rate among women is much higher than among men. Similarly, the distribution of the literacy rates by age also varies considerably. In fact, this variation in the literacy rate may also be used as a measure of the impact of the existing school system or any mass education programme. In view of the existing disparities in the literacy rates among the different groups of population special emphasis is given to sex, age and other social and economic indicators of a target group in the monitoring system.

The intimate relationship between poverty and illiteracy is an established fact in most countries. Literacy and adult education programmes in these countries are therefore considered as important anti-poverty measures and special attention is given in such programmes to cover the lowest income groups, socially disadvantaged groups or less developed geographical areas. However, it has also been observed that unless additional care is taken to ensure enrolment of adult learners from these sections of the population, they might remain only in the periphery of such programmes, because of their almost whole-time pre-occupation with the problem of earning, and indifference to and alienation from formal education. The indicators used to identify such social and economic priority groups vary from country to country. In some countries the participation of ethnic and linguistic minority groups is separately mentioned in the monitoring returns and other documents. In India, a sizeable population belongs to what are known as scheduled castes and scheduled tribes, which are considered socially and economically backward. Their participation in all forms of adult education and other development programmes is specifically monitored.

While the attendance of individual learners during the whole course may be indicated in two or three pages of the attendance register without much difficulty, the general practices is to write down the names of the learners once for the total duration of a course on the first or third page on the left-hand side of the register and to use the additional pages, suitably reduced in size to mark the daily attendanc as tentatively shown in Appendix 2. Some free space may be left on those pages for the instructor to record his observations regarding the class work, lesson plans and progress of individual learners. There could also be a column where the supervisor, while visiting the class, could put down his comments. The pages at the end in the attendance register may contain the results of the final test given by the instructor to the learners while conducting a course.

Learner progress

The practices regarding assessment of learning outcomes in literacy and adult education classes vary from country to country. In some countries, the practice is to consider all those learners as graduates of a course who attend the course for more than a certain percentage of the sessions held. In other countries, the learners are given final tests at the end of a course and their performances are evaluated by the instructor, the supervisor or local resource persons. However, there is a growing concern that on account of

the wide variations in the background of learners and their exposure to learning materials, the final assessment of their learning outcome needs careful handling. The general consensus is in favour of assessing the growth of the more fundamental competencies and skills of the learners such as listening, speaking, reading, writing and computational skill as result of their participation in a course. These skills are again graded according to the teaching-learning materials used and the curriculum followed in a course. The speed of reading and writing, mistakes committed, the number of digits involved in an arithmetical operation, level of comprehension and the ability to interpret written instructions or materials are usually the basis for such grading.

In some countries, the statements – 'passed' or 'failed' are mentioned to indicate the performance of a learner. Grade points are also awarded under some programmes on the basis of the average point secured by a learner in a test for different competencies and skills. However, there is also an opinion against declaring any adult learner as 'failed' in any test as such, because it is believed that the learner who had attended the majority of the teaching-learning sessions and whose progress was watched by the instructor throughout that period should have derived some benefit out of his participation. His performance should in fact be certified by the instructor. If according to the instructor a particular learner's achievement is inadequate he should either be given special coaching or be advised to repeat the course over an extended period after the completion of a cycle. In such instances, he should be recorded as 'reporter' and not as 'failed'.

It should be noted that an in-depth study of learner progress is a matter for evaluation rather than monitoring, and is dealt with in the monograph on evaluation.

Continuity of a course

The mid-term average attendance of learners, as indicated in Appendices 4 and 7, in a class is an important indication regarding the quality of a course and the level of motivation of the learners. It also gives an indication regarding any interruptions that might have taken place during the period under review. As the general principle is to take the average attendance over one week around the date of completion of half the total number of sessions recommended, the reference date in the mid-term return will indicate whether the course was progressing as per schedule or was lagging behind. The figure indicating the average attendance in a class in the middle of the term when compared with the number of learners taking the final test will also give an indication regarding the rate of dropouts both in the first half and the second half of the course. It is generally expected that the rate of drop-outs in the second half will be ordinarily negligibly small. In some cases the mid-term average attendance is also considered to be a stabilised enrolment figure in a class, and the quantitative achievement of the class is expressed through the ratio of the number of learners graduating from a course to the stabilised (here it is mid-term) attendance figure, instead of the initial enrolment figure.

Supervisor's data register

The monitoring returns sent by the instructor to the supervisor, instead of being filed as loose papers along with the other official papers, may be conveniently pasted in a data register. If there are 20 classes under the jurisdication of a supervisor, he may reserve about 6 to 10 pages in the register for each class and paste the returns received

from the instructors in the respective reserved pages in the register. Since the instructor has practically no access to office facilities, the burden with respect to his sending returns should be minimised as far as possible. This may be done to some extent by printing the forms on an addressed and stamped post card or folded inland letter. If a return is placed on the left hand side page, the corresponding right hand side page should be used by the supervisor for putting down his comments and plan of action regarding some items mentioned in the return as illustrated in Appendix 6.

Supervisor's quarterly return

Supervisor's quarterly or other periodic returns (Appendixes 5-7) to the district or concerned office may be prepared taking the data register maintained by him as the reference material. If papers of different colours are selected for the initial, mid-term and the final reports sent by the instructor, the colour itself in the data register will be an indication regarding the status of reporting from a class. Data collected by the supervisor during his visit to a class may also be incorporated in the place reserved for the purpose. Some pages at the end of the supervisor's register may also be reserved for summing up the data recorded in the register and subsequent use for preparing his consolidated quarterly or other periodic returns to the district office. The pages on which the supervisor puts his comments for action can also be reviewed by him and used to fill in the remarks column in the above return.

By and large, instructors and supervisors do not exchange much written communication. This is because of the fact that their relationship is very informal and the supervisor has chances of meeting the instructors at regular intervals. Since the level of education of the non-professional instructor is not generally high, he may not be able to interpret properly the written instructions sent by the supervisor. In some countries, much of the information sought through instructor's returns is informally collected by the supervisor either during a visit to the class or during the instructor's visit to the supervisor's office for collecting materials or receiving honorarium. In such cases the supervisor's diary may contain all relevant information on the basis of which he should be able to send the requisite returns to the district office.

Indicators of logistics

While most of the remedial measures are suggested on the spot by the supervisor himself in cooperation with the village level committees, he should seek help from the district office through his returns only in relation to those matters which need high level intervention. Timely supply of instructional materials, payment of honorarium to the instructors, and organisation of their training, which are decided at the district and other levels and at times by other agencies, are items of such nature. The supervisor is generally advised to initiate action on such matters well in advance to avoid any dislocation of supplies and services.

The return from the supervisor to the district office may also include entries regarding these items so that the district office monitor them and keep track of the logistics. At times, individual supervisors, instructors and local level resource persons innovate new motivational activities, teaching methods and learner evaluation techniques. The monitoring system should be in a position to detect such innovations and improved

practices for their in-depth study and wider dissemination, and subsequently their emulation by the others in the field.

As the number of professional teachers available for participation in literacy and adult education programmes in the rural areas is very limited and the approach of some of them to the problems of adult learning is not always helpful, a large number of non-professional local enthusiasts are generally recruited for the purpose of implementing such programmes. While local guidance to such non-professionals is provided by the supervisor himself and resource persons available locally, the need for their further education and training is widely recognised. The monitoring returns from the supervisor to the district office should therefore contain separate entries regarding the professional background of the instructors, their training position and so on. In some countries, additional indicators such as place of instructors residence or whether be belongs to the same socio-cultural group as that of the learners is also mentioned. Such indicators are important in the case of mountainous regions, tribal areas and nomadic population, where an instructor from outside the community will have to learn the local dialect, customs and traditions through special orientation programmes. The sex-wise breakdown of instructors is important from the point of view of arranging separate training facilities and accommodation for male and female instructors.

District official's return

In some countries, the concretisation of plan targets for opening of class and enrolment of learners is done in consultation with the field officials. The reasons for any shortfall in the multiplication of the literacy or post-literacy classes in the planned target in an area for a particular reporting period is expected to be elaborated on by these officials in their returns. The district official while summing up the returns from the supervisors should also be able to detect any topographical or group-wise imbalances in programme implementation. Another additional item of information in the district officer's return may be the average number of classes under the jurisdiction of a supervisor. As the supervisor is supposed to visit the classes periodically, the number of classes attached to him, the total area covered, the distances involved and the availability of transport facilities should be taken note of by the district office. It is expected that the district office would redesign the plan on the basis of the field situation as reflected in the returns from the supervisors.

In the mountainous areas where the population is generally dispersed and the habitations are smaller, the total population under the jurisdiction of a supervisor should not be very high, because the dispersal of the classes in such regions would make it difficult for him to visit the classes according to the prescribed schedule.

In most countries the district office responsible for implementing literacy and adult education programmes is also responsible for disbursement of honorarium and other benefits to the instructors and for procurement of materials from other agencies. The district office register should, therefore, contain the relevant information regarding demand, supply and stock positions of the different items involved. Similarly, the district office is also expected to prepare the training schedule for the instructors in the district on the basis of the returns received from the supervisors. In some countries, supplementary teaching-learning materials and audio-visual aids are also prepared at the district level.

Monitoring of literacy programmes

The district official responsible for a literacy and adult education programme is sometimes expected to collect relevant, simple and informative printed materials from the other governmental agencies responsible for the development programmes in the district. Such activities should also be reflected in the district official's return to the provincial level or the national level (Appendix 8).

Location of classes

As the expansion of a programme in a district takes place according to a given strategy, the entries regarding the quantitative expansion parameters would not easily reveal the distribution of the density of classes in the district. In some countries preference in relation to the opening of new classes is given to the less developed areas in a district. That is, instead of multiplying the classes at random, an element of selectivity is applied in most cases. While it is difficult to incorporate a separate indicator reflecting the selectivity in a monitoring schedule, the general practice is to show the density of the classes in a district, provincial or national map. Coloured drawing pins may be used to indicate different categories of classes (may be, 10s or 100s per pin) and the priority areas indicated by a particular shade on the map itself.

Provincial official's return

The quarterly returns from the provincial level to the national level (Appendix 9) while indicating the overall increase in the number of classes, learners enrolled and learners graduated, may also include the cumulative figures if considered necessary. The number of villages and habitations covered during a reporting period has been found to be an interesting parameter, indicating qualitative change in the location of classes along with their quantitative multiplication. In the absence of such an indicator it may not be possible for district, provincial or national level officials to assess whether the new classes in a reporting period are opened mainly in the new habitations or in the larger old habitations where the population is concentrated and transportation facilities are developed. The figure regarding the increase in the absolute number of habitations covered in a reporting period will not give any definite picture regarding such disparities unless such figures are read with the figures relating to the change in the number of classes in the same period. For example, if there is a 10% increase in the number of classes during a reporting period and only 1 per cent increase in the number of habitations covered in the corresponding period one may infer that the new classes are more frequently opened in those places where several classes are already functioning.

The above technique may also be profitably utilised even when the strategy in a project is to saturate an area with literacy and adult education classes before shifting the project to the neighbouring area.

The provincial level official's returns to the national level should also indicate the strength of the administrative structure designed for the implementation of a programme. Since it is widely felt that all officials associated with the implementation of community-based mass education programmes should also be exposed to the non-formal ideas and approaches and the participatory techniques, the status position regarding their recruitment, training and transfer should also be indicated in the returns.

Due to a multiplicity of mother tongues, dialects and languages in most countries in the region, instructional materials are generally prepared in more than one language in

conformity with the language policy adopted by the countries concerned. There are also instances where the population in a given area is mixed and consists of sub-groups speaking different languages. In such cases, the availability of instructors speaking the different recognised languages and also appropriate materials in the different languages need to be ensured simultaneously in order to avoid imbalances in the multiplication of the classes using different media of instruction.

National data register

National headquarters of literacy and adult education programmes generally maintain national data registers (Appendix 10) and report annually to the higher levels in the Government about the progress of a programme and also prepare materials for the press and the media. An illustrative format of the annual report is given in Appendix 11. Such reports are treated as incomplete without appropriate interpretation of the data given. It is, therefore, necessary to prepare an objective and balanced interpretation of the performance of the concenred implementing agencies, to emphasize the strong points, and also suggested concrete steps for overcoming the weaknesses in programme implementation. Data available through the national level administration are also considered important for budgeting and audit purposes. Agencies providing technical support services to the programme also require specific information regarding the materials prepared by them and also the need for new types of materials. Through the monitoring returns they may also get acquainted with the new supplementary and innovative materials developed by the functionaries in the field. The officials dealing with monitoring and evaluation at the national level should therefore be in a position to analyse the data received by them and to channel the information in specific areas to the prospective users.

As mentioned earlier, research and evaluation form an input into the monitoring system as the data obtained through it often need further evaluation before appropriate decisions are taken and communicated to the control and planning channels. The national headquarters at times involve social scientists and experienced adult educators and research institutes in making a study of data received through the monitoring system for arriving at correct decisions.

One of the effective methods of introducing the new decisions arrived at on the basis of monitoring, evaluation and research into the operational mechanism of a programme is recurrent training of the functionaries at the different levels. This also calls for updating of training manuals and publicity materials. As all decisions emerging from the monitoring system should have a positive impact on the operational efficiency and performance of the implementing agencies, the influence of monitoring in improving the performance of the implementing agencies and the quality of a programme can also be monitored.

Appendix 1

Some common problems identified during the workshops

Common operational problems in literacy and adult education in some Asian countries. A broad classificaion of the items is made with a view to identifying the possible areas of intervention for improvement of such programmes. The areas are shown in brackets at the end of each statement.

- "Teaching quality is still low, and results are still poor" (staff development)
- "Lack of extra-curricular activities, hence lack of interest on the part of learners" (learner motivation and programme management)
- The literacy movement in the mountains has not made much headway" (problems of special groups)
- "Attendance in junior-high classes is not yet what it should be, the difficulty being mainly with village cadres" (learner motivation)
- "Lack of teachers trained to handle literacy classes" (staff development)
- "Lack of adequate, indigenous, adult-oriented materials" (technical support, financial resource)
- "Learning-period gaps – In many cases, functional literacy classes are held once or twice a week. The length of time between classes is enough for the participants to forget new learnings, especially in the skills area. Much time meant for new activities is used for review". (motivation and programme management)
- "Erratic attendance of participants. Many enrol in the class, but classroom attendance is not always complete. This is because of the nature of the occupation of the learners" (learner motivation and community participation)
- "Language – There are very few materials printed in the language or dialect of the learners" (technical support, problems of special groups)
- "Lack of funds for the honoraria of part-time literacy teachers" (financial resource)
- "Lack of conducive teaching/learning sites. Some literacy classes are held in churches and private houses" (physical facilities)
- "Experience of the past one year has shown that coordination at unofficial level is equally important. For example, in one of the seven districts of the State, as long as a particular District Agricultural Officer was there, there was very effective collaboration between adult education and agriculture departments at the operational level. After the transfer of that officer, the extent of coordination was restricted to the official level only" (inter-agency cooperation, community participation)
- "At the implementation stage, in spite of the best efforts to involve the administrative machinery of the formal system of education, the gap continued to widen particularly at the higher levels" (motivation of officials, inter-agency cooperation)
- "A major problem is the gap between the conception and the execution of the programme..... This is largely because of the fact that most of the functionaries and agencies connected with the programme have not been able to perceive

the real goals of the programme, and the blending of the extension component with literacy skills has not been clearly visualised". (staff development)

- "The training and oreintation of the instructors and other functionaries at all levels needs to be improved" (staff development)
- "There has also been shortage of women instructors" (staff development)
- "The post-literacy and follow-up programmes also need more attention" (programme management, financial resource, technical support)
- "A more careful preparation is needed for the formulation of district and state level plans, preparation of annual projections, training of all priority groups" (programme planning)
- "Class duration has not taken into consideration the periods of ploughing, planting and harvesting, resulting in heavy drop-out and absentee rates at such times" (programme planning & management, community participation)
- "Teachers with backgrounds in the formal school system tend to use their own teaching methods instead of the strategies in which they are trained in Functional Literacy" (staff development)
- "In actual practice, district officers and provincial supervisors are not well-versed with the philosophy and practices prescribed for Functional Literacy and therefore not in a position to give advice. In most cases they are far too occupied with other work or too uninterested to take the trouble for even one visit to each class" (motivation of officials, staff development)
- "The programme does not meet the special needs of some sections of the population such as the hill-tribes, slum-dwellers, etc." (problems of special groups)
- "Co-ordination between the programme and those operated by other development agencies has yet to be organised into a viable system at the local level" (Inter-agency cooperation)
- ". . . it is essential to involve officials at all levels down to the teachers themselves in reviewing strengths and weakesses of the programmes and making suggestions as to how the programme can be improved". (management, planning, staff development)
- "Hasty introduction of country-wide campaign without preparation of men and material. . . . ." (programme planning)
- "Lack of adequate training, guidance and supervision of field workers" (staff development)
- "In some parts of the country, tactless handling of communities, created resistance to the campaign" (planning and management)
- "Ineffective implementation of monitoring system, so that it was not possible to measure what actually been achieved, specially in terms of learning achievements" (planning, management and staff development)
- "Severe gaps in material support system resulting in weakening the programme" (planning, management, technical support)

Appendix 2

Attendance Register-cum-Instructor's Diary

Page one

Particulars regarding the class:

1. Location of the class
2. Date of commencement
3. Name and address of the Instructor and his team mates
   (a)
   (b)
   (c)

Page two

Particulars of the Learners

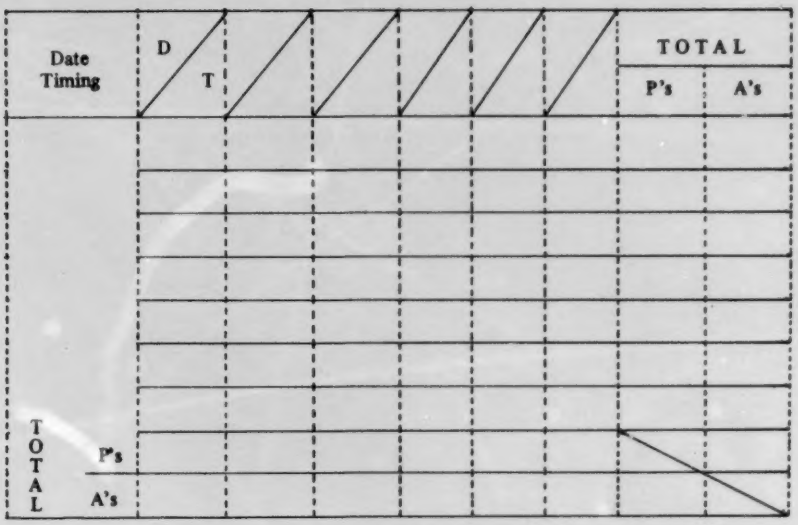
Serial No.	Name	Residence	Date of enrolment	Sex	Age	Main occupation	Any other indicator

50

Page Three

Attendance

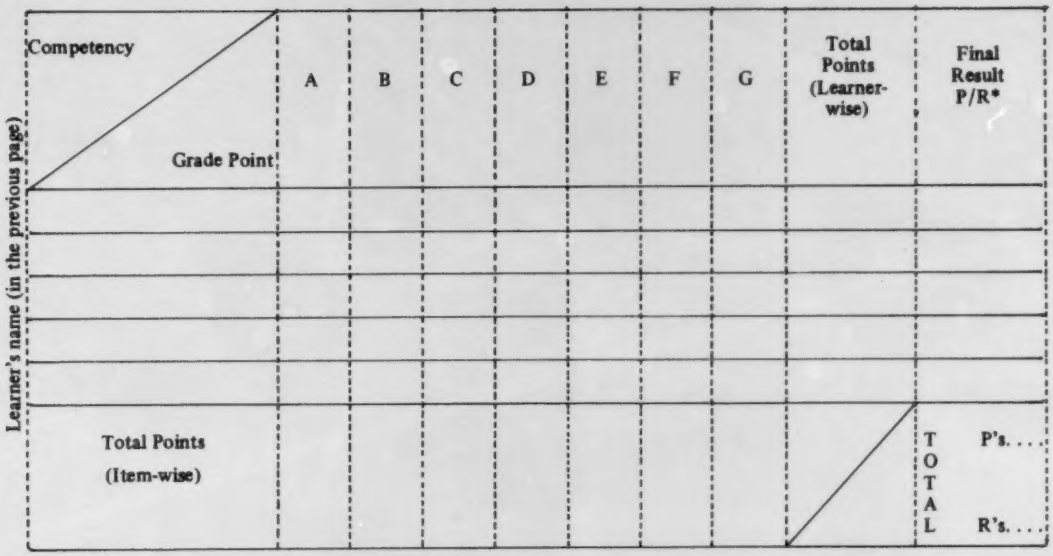
No. of Sessions held .....



Daily Observation:

Last Page

Final Test Results



* P – Passed; R – To repeat

Examples of Competencies

A – Can read simple text from the primer with comprehension

B – Can read words written on currency notes, coins, stamps, tickets, sign-boards, etc.

C – Can read new simple text with comprehension

D – Can write short letter

E – Can write upto 100

F – Can add two digit numbers

G – Can subtract two digit numbers

Examples of Grade-points

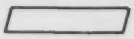
1 – Not with much success; 2 – With some difficulty; 3 – Fairly well

Instructor's Summary Tables

1. *Break-down of learners enrolled*

Sex, Age / Socio-Economic indicator	MALE				FEMALE				TOTAL
	Below 15	Between 15-45	Above 45	Sub Total	Below 15	Between 15-45	Above 45	Sub Total	
Priority group									
Others									
TOTAL									

2. Average Mid-term Attendance of Learners (one week's average)



3. *Break-down of Learners Taking the Final Test**

Socio-Economic indicator / Sex, age	MALE				FEMALE				TOTAL P/R
	Below 15 P/R+	Between 15-45 P/R	Above 45 P/R	Sub Total P/R	Below 15 P/R	Between 15-45 P/R	Above 45 P/R	Sub Total P/R	
Low Income Priority Group									
Others									
Total									

+ Supervisor is expected to make sample check of results.

* P – Passed; R – To repeat

Instructor's Initial Return

(to be sent within a specific period after the commencement of the class)

1. Address of the Class and Code No. (if any)

2. Date of commencement of the class .....

3. (a) Instructor's Name ..... (b) Age .....

   (c) Main Occupation ..... (d) Education .....

   (e) Training .....

   (f) Alternate Instructor's Name .....

   (g) Age ..... (h) Main Occupation .....

   (i) Education ..... (j) Training .....

4. Composition of the class

   (a) Total number of learners enrolled: .....

   (b) Broad description of the group: .....

   (c) Learner's age groups: 15-45 ..... Below 15 ..... Above 45 .....

   (d) Male ..... Female .....

   (e) No. of learners belonging to any specific socio-economic or ethnic group: .....

   Priority group: .....

5. (a) Days in the week when the class is held: .....

   (b) Timings of the Class: .....

   (c) Duration of each session: .....

6. Description of the teaching-learning material used

7. Description of other activities in which the learners have participated or are interested:

8. Problems, if any:

Date: Signature of the Instructor Signature of the Secretary of the village Literacy Committee

Appendix 4

Instructor's Mid-term Return

(to be sent on completion of half the prescribed duration of the course)

In Continuation of Initial Return sent on .....

1. Address of the class and Code No. (if any)

2. Date of commencement of the class .....

3. Has there been any change of Instructor?

   If yes, (a) new Instructor's Name .....

   (b) Age ..... (c) Main Occupation .....

   (d) Education ..... (e) Training .....

4. The number of sessions held till the date of reporting .....

   Approximate No. of hours (total) .....

5. Average attendance (calculated on the basis of one weeks' attendance immediately preceding the date of reporting):

6. Description of teaching-learning materials used but not mentioned in the initial report:

7. Description of other activities in which the learners have participated after submission of the initial report:

8. Problems, if any:

Date: Signature of the instructor Signature of the Secretary of the Village Literacy Committee

Appendix 5

Instructor's Final Report

(to be sent on completion of a course and assessment of results)

In Continuation of Initial Return sent on ..... and Mid-term Return sent on .....

1. Address of the Class and Code No. (if any):

2. Date of commencement of the Class: Medium of Instruction: .....

3. Has there been any change of Instructor?

   If yes, (a) Instructor's Name ..... (b) Age .....

   (c) Main Occupation ..... (d) Education .....

   (e) Training .....

4. (a) Total number of sessions held .....

   (b) Total number of teaching/learning hours .....

5. Test results:

   (a) No. of learners who took the test .....

   (b) No. of learners who passed the test .....

   (c) Break-down of successful learners:

      (i) Age: Between 15 & 45 ..... Below 15 .....
      Above 45 .....

      (ii) Male ..... Female .....

      (iii) No. of graduates belonging to priority socio-economic group (if any)
      .....

6. Description of new teaching-learning materials used in the class after the submission of the mid-term report

7. Description of activities in which the learners participated after the submission of the mid-term report

Appendix 5 (Contd.)

8. Instructor's and Local Committee's assessment of the achievement of the Class

   (a) Achievement is below expectations ☐

   (b) Achievement is satisfactory ☐

   (c) Achievement is above expectation ☐

9. Major difficulties faced and remedies suggested .....

Date: Signature of Instructor Signature of the Secretary of the Village Literacy Committee

Appendix 6

Processing sheet for data received by supervisor from instructor

Return Code: IIR (Instructor's Initial Report)

Class Code/Address:

Instructor's Name & Address:

Date of Commencement of the Class: Date of Receipt of above Return:

Due Date of Receipt of above Return: Date of Processing:

ITEM NO.	*ACTION PROPOSED ON SPECIFIC ITEMS (Other items to be entered in the consolidated statement after the closing date for a quarter)*	*Reviewing Date (within a month of date of processing)*	*Remarks*
3(c)	The instructor is not trained. Arrangements should be made for the training of the instructor for 3 days at the District Hq. i) He should be able to suggest the tentative date when he would be in a position to stay three days away from the house. ii) The time-table of different training programmes to be conducted by the concerned agencies should be obtained and the instructor informed of the schedule. iii) List of instructors selected for training should be finalised and communicated to the training agency. iv) Arrangements should be made to pay travel and maintenance allowance to the instructor. v) Alternative arrangements should be made to run the alternate instructor in the absence of the instructor.		
4(b)	The class mainly consists of small farmers and farmworkers. The latter group may be interested to know about the facilities regarding subsidiary occupations. The instructor may need guidance to ascertain the interest of the learners during the next meeting.		
4(c)	Nearly 50% of the learners are below 15 years. I wonder whether a separate class should be formed with the children. The matter may be taken up with village committee during my next visit to the village.		
4(d)	There are five women in the class. Their convenience regarding the timing of the class should be ascertained. The matter should be taken up during the next visit.		
6	The instructor has reported the use of the calendar as additional material to introduce numeracy and names of days and months, etc. The idea seems to be very interesting. The instructor should be encouraged to narrate his experience to others at the next meeting. After the meeting, a short note may be sent to the district office for dissemination.		

Appendix 6 (Contd.)

ITEM NO.	*ACTION PROPOSED ON SPECIFIC ITEMS (Other items to be entered in the consolidated statement after the closing date for a quarter)*	*Reviewing Date (within a month of date of processing)*	*Remarks*
7	The instructor proposes to invite a local craftsman to demonstrate the simple techniques of basket making with local materials. If possible, I should attend the programme. If the demonstration generates interest of the learners we may hold a discussion on the possibilities of getting some learners trained through the good offices of the village committee and the local cooperative.		
8	The instructor has mentioned lack of motivation among the illiterate transport workers and those who are engaged in small business. As a general phenomenon this is known to me. But we have to think of some other approach to motivate them. I propose to raise the matter at the next meeting of the district committee.		
Return Code: IMTR (Instructor's Mid-term Return)			
4	The progress seems to be rather slow. The instructor has explained the reason to be the sudden outbreak of malaria in the village. This was also brought to my notice by another instructor in the neighbouring village when I was on tour there. We may discuss the steps to be taken to complete the course before the commencement of the monsoons which coincides with the final literacy test. The village committee may be requested to initiate a motivational campaign so that the learners could be persuaded to stay a longer period each day. It may be a good idea to distribute some posters regarding the precautions to be taken against the disease during the motivational campaign.		
5.	The average attendance is reported to be 15 which does not seem to be bad. We should see that all the learners qualify in the final literacy test. This is going to be the topic of discussion at the instructors' meeting this month.		
Return Code: IFR (Instructor's Final Report)			
1	It is to be decided whether the location of the centre should remain the same in the second cycle.		
4	The total number of contact hours is within 10% of the duration recommended.		
5(a), (b), (c)	10 out of 15 learners have passed the final literacy test. The majority of the learners who qualified in the test happen to be farmers and are in the age group 15-45. Three out of 4 women learners are included in the list of successful learners. Those who have failed in the test are mostly the agricultural workers, who could not regularly attend the class. Steps are to be immediately initiated in consultation with the village literacy committee to recruit volunteers to help the unsuccessful learners at their homes so that they could feel confident to take the test again shortly.		

Appendix 6 (Contd.)

ITEM NO.	*ACTION PROPOSED ON SPECIFIC ITEMS (Other items to be entered in the consolidated statement after the closing date for a quarter)*	*Reviewing Date (within a month of date of processing)*	*Remarks*
7	The instructor and the learners have brought out a local paper with short items of local interest written by the learners themselves. The information is to be communicated to the newsletter for wider dissemination.		
8	According to the teacher the achievement of the class is satisfactory and he feels that he and others in the team should be able to do better in the future. It could be a good idea to organise a meeting in the village and request the learners to express their experiences of being literate and aware of many things about which they had very little knowledge or understanding earlier.		
9	Most of the difficulties encountered were not unexpected. However, it seems if the village committee were more active in the initial stages, the dropout of learners could have been reduced and interesting activities could have been organised. The village literacy committee may also have some proposals for improvement in the programme and selection of the new location of the class, if required. All the successful learners are to be motivated to join the continuing adult education programme.		

Appendix 7

Supervisor's quarterly return

(to be sent to district office within specified period after expiry of the reporting quarter) Quarter ..... Year .....

1. Literacy and Post-Literacy Classes

Class	No. of villages planned	No. of villages covered	No. of classes planned	No. of classes opened	Remarks regarding distribution of class and shortfalls, if any.
Literacy					
Post-Lit.					

2. Learners

(a) New Learners Enrolled

Male	Female	Total	No. in the ages 15 to 45	No. belonging to Priority group	Remarks

(b) Average number of learners per class — Lit. / Post-Lit. ☐☐ / ☐☐

(c) Average Mid-term Attendance — Lit. / Post-Lit. ☐☐ / ☐☐

(d) Learners completing a course

Class	No.of learners taking final test	No. of learners qualifying					Remarks
		Male	Female	Total	No. in aggr. 15-45	No. belonging to priority group	
Lit.							
Post-Lit. A							
Post-Lit. B							

3. Instructors

Class	Category	Recruited			Trained			Remarks
		M	F	T	M	F	T	
Literacy	Professional							
	Non-professional							
Post-Literacy	Professional							
	Non-professional							

4. Payment of Honorarium and Supply of Material:

Items	Requirement for the quarter	Total amount received (source)	Total amount disbursed	Remarks (including comments on material)
1. Honorarium				
2. Primers and other teaching-learning material				
3. Paper, pencil, etc.				
4. Other material (description)				

5. Noteworthy activities and innovations and special references regarding exceptional instructors, classes and villages.

Appendix 8

District officer's quarterly return

(to be sent to the Provincial Office within a specified period after expiry of the reporting quarter)

Quarter ..... Year .....

1. Villages/habitations Covered and their Distribution:

Supervisory area	No. of villages/ habitations		No. of classes				Remarks (including average performance of supervisors)
			Literacy		Post-Lit.		
	Planned	Covered	Planned	Covered	Planned	Openned	
1.							
2.							
3.							
4.							

2. New Learners Enrolled:

Class	Planned					Actually Enrolled					Remarks
	M	F	Age 15-45	Lit. priority grp.	Total	M	F	Age 15-45	Lit. priority grp.	Total	
1. Lit.											
2. Post-Lit A											
3. Post-Lit B											
.....											

3. Learners who graduated during the Quarter:

Class	No. of learners taking terminal test	No. of learners declared passed					Remarks
		M	F	Age 15-45	Priority group	Total	
1. Lit.							
2. Post-Lit. A							
3. Post-Lit. B							
.....							

4. Recruitment and Training of Instructors:

Class	Category	Recruitment						Training			
		Planned			In Position			Facility available	No. planned for training	No. actually trained	
		M	F	T	M	F	T				
1. Lit.	Professional										
	Non-professional										
2. Post-Lit.	Professional										
	Non-Professional										

5. Appointment and Training of Supervisors:

Recruitment						Average No. in class under one supervisor	Training			Remarks
Planned			In Position				Planned	Facilities provided	Actually trained	
M	F	T	M	F	T					

6. Payment of Honorarium and Supply of Material:

Item	Requirements for the quarter	Total amount received (source)	Total amount disbursed	Remarks (including comments materials)
1. Honorarium				
2. Primer, etc.				
3. Paper, etc.				
4. Other materials provided locally (specify)				

7. Special References:

Noteworthy activities and innovations and special references regarding exceptional instructors, classes, villages and supervisors.

Appendix 9

Provincial officer's quarterly return

(to be sent to the National Headquarters within specified period after expiry of the reporting quarter)

Quarter ..... Year .....

1. Villages/habitations Covered and their Distribution:

District	No. of new villages/ habitations		No. of new classes				Remarks (performance of districts in terms of achievement of target)
			Literacy		Post-Lit.		
	Planned	Covered	Planned	Opened	Planned	Opened	
1.							
2.							
3.							
4.							
5.							

2. New Learners Enrolled:

District	Class	Planned					Actually enrolled					Remarks
		M	F	Age 15-45	Priority grp.	Total	M	F	Age 15-45	Priority grp.	total	
1	1. Lit.											
	2. Post-Lit A											
	3. Post-Lit B											
2												

57

3. Learners who graduated during the quarter:

District	Class	No. taking terminal test	No. of learners declared passed					Remarks
			M	F	Age 15-45	Priority group	Total	
1.	1. Lit.							
	2. Post-Lit A							
	3. Post-Lit B							

4. Recruitment and Training of Instructors:

Class	Category	Recruitment						Training			Remarks
		Planned			In Position			Facility available for	No. planned	No. trained	
		M	F	T	M	F	T				
1. Lit.	Professional										
	Non-professional										
2. Post Lit.	Professional										
	Non-professional										

5. Appointment and Training of Supervisors

District	Recruitment						Av. No. of classes per supervisor	Training			Remarks
	Planned			In Position				Facility available for	No. planned	No. trained	
	M	F	T	M	F	T					
1.											
2.											
3.											

6. Appointment and Training of District Officials:

Recruitment		Training		Remarks
No. planned	In position	No. planned	In position	

7. Materials received, Locally Procured, Locally Prepared and Supplied:

Item	Requirement for the Qtr.	Quantity Procured from HQ. or other Sources	Quantity Prepared Locally for Spl. group	Total quantity distursed	Remarks
A. Basic Lit. material: Primer, Arithmetic Book, Teacher's Guide, Workbook, etc.					
B. Post-Lit. material: Reader, Arithmetic, Gen. Education, etc.					
C. Any other item (specify)					

8. Special References:

Noteworthy activities and innovations and special references regarding exceptional instructors, classes, villages/habitations, committees, supervisors, District Officers, Resource Persons, Trainers, Institution, etc.

Appendix 10

National level register

Quarter ..... Year .....

1. Villages/habitations Covered and their Distribution

Province	No. of new villages/ habitations		No. of new classes				Remarks
			Literacy		Post Lit.		
	Planned	Covered	Planned	Opened	Planned	Opened	
1.							
2.							
3.							

2. New Learners Enrolled

Province	Class	Planned					Actually Enrolled					Remarks
		M	F	Age grp. 15-45	Priority grp.	Total	M	F	Age grp. 15-45	Priority grp.	Total	
1.	1. Lit.											
	2. Post-Lit. A											
	3. Post-Lit-B.											
2.												

3. Learners who graduated during the quarter:

Province	Class	No. taking terminal test	No. of learners declared passed					Remarks
			M	F	Age 15-45	Priority grp.	Total	
1.	1. Lit.							
	2. Post-Lit. A							
	3. Post-Lit. B							

4. Recruitment and Training of Instructors:

Province	Class	Category	Recruitment						Training			Remarks
			Planned			In position			Facilities available for	Planned for	Actually trained	
			M	F	T	M	F	T				
1.	1. Lit.	Professional										
		Non-professional										
	2. Post Lit.	Professional										
		Non-professional										
2.												

5. Appointment and Training of Supervisors:

Province	Recruitment		Average No. of classes under one supervisor	Training			Remarks
	Planned	In Position		Facilities available	Planned	Actually trained	
1.							
2.							
3.							

6. Appointment and Training of District and Provincial level Officials:

Province	Category	Recruitment		Training		Remarks
		Planned	In position	No. planned	No. trained	
1.	District level					
	Provincial level					
	Others					

7. (a) Demand and Supply of Basic Minimum Material:

Item	Estimated demand for the quarter	Quantity supplied from the national level	Quantity procured at the provincial & other level	Differences between demand and total supply. Col. 2 minus sum of col. 3 & 4	Remarks
1. Primer, etc.					

(b) Additional Materials Supplied

Item	National level	Provincial/ District level	Local level (not reflected in the budget)	Total	Remarks
Supplementary Reader, etc.					

8. Special References:

Noteworthy activities, innovations, case studies, exceptionally good learners, instructors, supervisors, classes, villages, committees, other officials, resource persons, administrators, institutions, districts, provinces, etc.

Appendix 11

Annual report

	Targetted	*Achieved*
1. Number of villages/habitations covered		
2. Number of centres opened:		
(a) Literacy		
(b) Post-Literacy (cumulative)		
3. Number of learners enrolled		
(a) Number of women learners		
(b) Number of learners in the age gr. 15-45		
(c) Number of learners belonging to priority groups		
4. Number of learners who completed:		
(a) Literacy Course		
(b) Post-Literacy Course (cumulative)		
5. Number of learners who passed:		
(a) Literacy Course		
(b) Post-Literacy Course (cumulative)		
6. Number of women graduates from:		
(a) Literacy Course		
(b) Post-Literacy Course (cumulative)		
7. Number of learners in the age group 15-45		
8. Number of learners in the priority groups		
9. Number of instructors involved in the programmes in the reporting year		
(i) Professional		
(a) men		
(b) women		
(ii) Non-professional		
(a) men		
(b) women		
10. Average man-days of training programme conducted		
(a) Instructor		
(b) Supervisor		
(c) Others		
11. Number of copies of basic teaching-learning materials:		
(a) printed		
(b) distributed		

Appendix 11 (Contd.)

Targetted	*Achieved*

12. Number of supervisors
    (a) Full-time
    (b) Part-time
13. Average number of sessions in the
    (a) Literacy course
    (b) Post-literacy courses
14. Average number of learners per instructors
15. Average number of instructors attached to one Supervisor
16. Expenditure per successful learner:
    (a) Literacy course
    (b) Average of post-literacy courses